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The Amalgamation of the Oriya-speaking Peoples.

Memorandum presented to the Indian Statutory Commission by the Government of India on the subject of THE AMALGAMATION OF THE ORIYA-SPEAKING PEOPLES.

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THE AMALGAMATION OF THE ORIYA-SPEAKING PEOPLES.

The scope of the Memorandum.—This memorandum purports to give a brief account of the rise and growth of the movement among the Oriyas in favour of the amalgamation of the Oriya-speaking tracts. In order that the issues raised may be appreciated, it is proposed first to give some description of the tracts in which the Oriya-speaking peoples are found and then to trace the arrangements made from time to time for their administration, before discussing the later developments of the agitation in favour of the amalgamation of the Oriya-speaking peoples, whether in a separate province of their own, or under a single administration. The memorandum will thus fall into three parts, the first of which will indicate the territories now inhabited by the Oriya-speaking peoples; the second will describe the arrangements made for their administration from the time when they passed under the control of the British Government up till and including the formation of the province of Bihar and Orissa in 1912; the third and last part of the memorandum will be devoted to an examination of the discussions which have subsequently ensued on the subject of further administrative changes having for their object the union of the Oriya-speaking peoples.

I

2. **The "holy land of Orissa".**—Whatever speculation there may be as to the geographical delimitation in ancient times of the province or kingdom of Orissa, the authentic home of the Oriya race may well be said to be within what are now the three sea-board districts of Cuttack, Puri and Balasore, which, together with the district of Sambalpur, which is divided from them by intervening Feudatory States, at present constitute the Orissa division of the province of Bihar and Orissa. These three districts form the strip of territory, washed on the south by the waters of the Bay of Bengal and hemmed in on the north by the broken highlands of the Orissa Feudatory States, to which Oriyas refer with affectionate pride as the "holy land of Orissa", the real Utkal. Orissa as a religious centre was described more than fifty years ago by Sir William Hunter in his History of Orissa, from which the following passage is taken :—

> "For two thousand years Orissa has been the Holy Land of the Hindus. The ancient texts love to dwell on its sanctity. It is 'the land that taketh away sin'. It is 'the realm established by the gods'; and its Sanskrit name, Utkaladesa, literally the Glorious Country, has crystallised the devotional regard of forty generations.... From end to end it is one vast region of pilgrimage..... From the moment the pilgrim passes the Baitarni river on the high road forty miles north-east of Cuttack, he treads on holy ground. Behind him lies the secular world with its cares for the

things of this life ; before him is the promised land which he has been taught to regard as a place of preparation for Heaven..... There is not a fiscal division in Orissa without its community of cenobites, scarcely a village without fertile abbey lands, and not a single ancient family which has not devoted its best acres to the Gods.''

The ancient temples which are the glory of the Puri district, the Jagannath temple in Puri itself and near by the black pagoda of Konarak and the historic shrines at Bhubaneshwar are evidence of the religious importance of Orissa.

3. **The extension of the Oriya-speaking peoples.**—The first Oriyas must have established themselves on the sea-board at a very early date. It is a point worth mentioning that they did not enter Orissa by the hill passes. Sir William Hunter (Vol. I, page 201), states that there can be no question regarding the route by which they travelled.

> ' The local legends point to the same conclusions as the inductions of European scholars, and prove that the Aryan colonists marched down the valley of the Ganges, and skirting round Bengal reached Orissa.''

As their power grew, their natural line of extension was in the low-country round the sea-board to the South ; but against the Telugus they made little real headway. The mountain-spurs, which run down to the sea on the south of the Chilka lake, formed a well-defined natural boundary which early tended to be accepted as a political boundary. Penetrating inland, the Oriyas left the plains for the hills and came into contact with the virile aboriginal races with which they had no racial affinity and with which, except on the fringes, they have never mixed. The penetration of the Oriyas into the hinterland followed the valleys of the numerous great rivers which pour their waters to the sea through Cuttack, Puri and Balasore, and to this day their distribution is in some respects governed by that factor. The Oriyas seem to have penetrated, sometimes as conquerors, sometimes as cultivators. The aborigines retired into the hill fastnesses and were not dislodged ; but carrying their superior civilization and culture the Oriya immigrants absorbed the best lands in the valleys and open plains ; and further opportunity came their way when the country of the Kols and other autochthonous tribes passed under the domination of Rajput overlords, whom Oriyas served as priests, courtiers, and advisers. Oriya culture thus extended its influence through the uplands, and brought under its sway peoples of various origins, differing in racial characteristics from the Oriyas of the sea-board and of the plains, but drawn together by the link of a language and of a culture in which they shared alike.

4. **Their present distribution.**—As a result of this expansion of the Oriya civilization, the Oriya-speaking peoples of present times are widely distributed beyond the sea-board which has been described above as the authentic home of the Oriya race. Oriyas early established a predominance in the lower Garhjat

States. The northern part of the Ganjam district of the Madras Presidency, which marches with the Puri district, is inhabited to a great extent by Oriya-speaking peoples. In some parts of Vizagapatam, Oriya is the language most commonly heard. On the eastern border of the Balasore district, portions of the Bengal district of Midnapore are more characteristically Oriya than Bengalee. The Sambalpur district was claimed by the Oriyas as their own, and the claim was admitted by Government in 1905 when Sambalpur was transferred from the Central Provinces and amalgamated in the Orissa division under the then Government of Bengal. On the fringes of the Sambalpur district there are tracts still under the administration of the Central Provinces in which Oriya is freely spoken. Oriyas are found in the Singhbhum district of the province of Bihar and Orissa, and in the Feudatory States lying north of the Garhjats.

5. **Census statistics.**—The following tables indicate the distribution according to the census statistics of 1921 of the Oriya-speaking peoples under the four Governmtnts of Bihar and Orissa, of Madras, of the Central Provinces and of Bengal.

A.—*Oriya-speaking peoples under the Government of Bihar and Orissa.*

	Total population.	Oriya population.
The Orissa Division—		
Cuttack ..	20,64,678	19,82,462
Balasore ..	9,80,504	9,24,628
Puri ..	9,51,651	9,21,213
Sambalpur ..	7,89,466	6,95,855
	47,86,299	45,24,158
The Orissa Feudatory States.	39,59,669	29,40,338
Angul ..	1,82,574	1,33,789
Singhbhum ..	7,59,438	1,40,821
	96,87,980	77,39,106

Of these areas the four districts of Cuttack, Balasore, Puri and Sambalpur form the Orissa Division. The Orissa Feudatory States comprising the Garhjats, the States transferred from the Central Provinces in 1905 and other States formerly under the Commissioner of Chota Nagpur, together with the British district of Angul, are under the charge of a Political Agent and Commissioner whose headquarters are at Sambalpur. The Singhbhum district is part of the Chota Nagpur Division.

B.—*Oriya-speaking peoples under the Government of Madras.*

	Oriya population.
Ganjam ..	9,31,790
Ageney Tracts ..	6,02,425
Vizagapatam ..	32,751
	15,66,966

C.—*Oriya-speaking peoples under the Government of the Central Provinces.*

	Oriya population.	
Bilaspur district—		
Chandrapur estate ..	1,378	
Padampur estate ..	17,075	
		18,453
Raipur district—		
Phuljhar estate ..	72,442	
Khariar estate ..	99,399	
		1.71,841
The Feudatory State of Raigarh.	34,167	
The Feudatory State of Sarangarh.	24,411	
		58,578
		2,48,872

D.—*Oriya-speaking peoples under the Government of Bengal.*

	Oriya population
Midnapore	1,42,107

As in the figures for other Governments also this figure, of course, excludes Oriyas who have migrated further afield. Thus, for obvious reasons, no account is taken of the one lakh or more of Oriyas in the Presidency division, many of whom are employed in Howrah.

According to these figures, the distribution of Oriyas between the four provinces is as follows :—

	Oriya population.
Bihar and Orissa (including the Orissa Feudatory States).	77,39,106
Madras	15,66,966
The Central Provinces ..	2,48,872
Bengal	1,42,107

Thus out of a total of approximately 9½ millions of Oriya-speaking peoples 4½ millions are under the administration of the Government of Bihar and Orissa ; and three millions reside outside British India in the Orissa Feudatory States. Of the remaining two millions, 1½ millions are under the administration of the Government of Madras. The district of Angul, which lies in the midst of the Orissa Feudatory States, is a backward tract wholly excluded from the jurisdiction of the Ministers and of the Legislative Council. The Sambalpur district in Bihar and Orissa and the Agency Tracts in the Madras Presidency are partially excluded backward tracts.

A linguistic map indicating the distribution of the Oriya-speaking peoples is enclosed in the first appendix to this memorandum.

II.

6. **The 'dismemberment' of Orissa.**—In the second appendix to this memorandum a copy is given of an address presented in 1917 to

His Excellency the Viceroy and to the Secretary of State by representatives of the Utkal Union Conference, who expressed their grievance in the following words—

> "The Oriyas were under one administrative system under Oriya monarchs who ruled for centuries over a vast tract of country between the sacred rivers, the Godaveri and the Ganges, and founded Puri (Jagannath) as the religious capital of India. Yet nothing in modern times has stirred the heart of the Oriya nation so deeply as their present administrative dismemberment under different local Governments."

The memorialists sketched in outline the earlier history of Oriya political ascendancy in the tracts south of the Puri district and in particular in Ganjam, where the Gajapati princes of Orissa had once been all-powerful. The memorialists drew attention to the fact that the British acquisition of the Ganjam district preceded their acquisition of Orissa by almost forty years, and stated that the administrative separation of other Oriya tracts was due to similar circumstances. Other leaders have on more than one occasion charged the British Government with direct responsibility for the dismemberment, or as they sometimes call it, the vivisection of Orissa. A few preliminary words are therefore necessary to describe the circumstances in which the several Oriya-speaking tracts came separately under British control. At the time of the first contacts of British officers with the Oriya-speaking peoples, there was no unity of the Oriyas under any single indigenous administration. The Oriya monarchs whom the memorialists of 1917 stated to have ruled for centuries over a vast tract of country between the Godavari and the Ganges had passed away long years before the British administration supervened.

7. **The province of Orissa ceded to the British by the Bhonslas of Nagpur in 1803.**—During the 14th and the 15th centuries the Hindu kings of Orissa were successful in resisting the inroads of the Muslims and are said to have extended their dominions temporarily so far south even as the Pennar river: but their power then declined and their territories contracted. The last of these kings was overthrown in the latter half of the 16th century, and in the year 1592 Man Singh, Akbar's Hindu general, annexed Orissa to the Mogul Empire (the sea-board districts of the present Orissa division being included in that definition, but not the district of Ganjam). After entering into possession the Moguls had difficulty in retaining these rich rice lands against the cupidity of the Mahrattas, and in 1751 Ali Vardi Khan ceded the province to the Bhonslas of Nagpur in whose possession it remained until they in their turn ceded it to the British in 1803 under the treaty of Deogan which followed upon the decisive battles of Assaye and Argaum. During the time of their occupation the Mahrattas did not attempt to establish any settled form of administration, and their rule was confined to a periodic harrying of the country by their cavalry who extorted what they could from the people. Few Muslims and no Mahrattas remained to make

Orissa the country of their adoption. The British occupation of Orissa was immediately followed by the submission of ten of the seventeen Orissa Tributary Mahals, the southern Garhjat States in which Oriya influence predominated. The remnants of the Mahrattas were pursued into the hills and defeated in Daspalla. The remaining chiefs of the Garhjats then gradually came to terms and entered into treaty engagements with the British Government. At no time since the three districts of Cuttack, Puri and Balasore came under British rule have they parted company. At first the "province" of Orissa was administered by two Commissioners. In 1828 it was split up into the three regulation districts of Cuttack, Puri and Balasore, and the non-regulation Tributary States, and then came to be administered from Calcutta jointly with Bengal. Until the formation of the province of Bihar and Orissa in 1912 the Oriya portions of the Midnapore district were under the same administration as the adjoining Orissa districts.

8. **Sambalpur ceded at the same time, but direct administration not assumed till 1849.**—The Sambalpur district was ceded to the British by the same treaty of Deogan under which the Bhonslas of Nagpur had ceded the sea-board districts of Orissa proper, but it was not at once taken under the British administration. Sambalpur never fell to the Moguls when they annexed the sea-board of Orissa. For many years it remained under the rule of Rajput kings who with others of like position to themselves formed a cluster of independent and unruly states in that wild country. But Sambalpur lay across one of the highways from Central India to the east, and for that reason received in full measure the attentions of the Mahrattas who temporarily ousted the Rajput rulers, and then, as mentioned above, ceded the district to the British by the treaty of Deogan. The British, however, did not retain Sambalpur ; they restored it to Raghuji Bhonsla, and there followed prolonged hostilities between the Rajput kings of Sambalpur and the Mahratta marauders. In 1826 the Mahrattas finally ceded Sambalpur to the British, who at first attempted to maintain the old line of Rajput rulers on the throne. It was not till 1849 that the administration of Sambalpur was finally taken over by the British on the death of the last Raja without male issue. The point then that deserves to be stressed is that, though the same treaty of Deogan ceded to the British both Sambalpur and the Orissa sea-board (separated from Sambalpur by numerous Feudatory States which retained the character it lost), at no recent time had there been any direct administrative contact between the two, other than that each was equally plundered by the Mahrattas, who in Orissa proper displaced the Moguls, while in Sambalpur with varying success they contested the fortunes of war with an ancient line of Rajput rulers.

Sambalpur was first administered as a part of the South-West Frontier Agency, directed from the headquarters at Ranchi in Chota-Nagpur. There was continuous trouble from 1857 for some years with a pretender to the *raj*, and in 1860 the district was temporarily transferred to the Orissa division of the Government of Bengal owing to the difficulty of its access from

the North. In 1862 it was made over to the newly-constituted Central Provinces. Reference will subsequently be made to later changes in the administration of Sambalpur. It is intended at this stage to give only so much of the history of that district as may explain why it was from the first administered separately from the sea-board of Orissa. The South-West Frontier Agency, in which Sambalpur was first included, had been formed in 1833 after the suppression of the Kol rebellion, and at first comprised the greater part of what is now the Chota Nagpur division, followed later by Sambalpur and other tributary States. Apart from Sambalpur, British officers of the Agency came into contact with Oriya-speaking peoples in parts of Singhbhum and in some of the neighbouring States.

9. **The Northern Circars, including Ganjam and Vizagapatam, ceded by the Emperor Shah Alam in 1765.**—The fact that the numerous Oriyas who form part of the population of the northern half of the Ganjam district in the Presidency of Madras are administratively separated from the Oriyas of the sea-board to the north is perhaps a matter of greater concern to the promoters of a united Orissa than the separation of any other individual tract in which Oriya is spoken. Ganjam is known to have formed part of the ancient Kalinga which included Orissa proper ; but Ganjam had been severed from Orissa of the Oriyas many years before the British came into touch with that district. In the 15th century the Gajapatis of Orissa still ruled in Ganjam ; but in the second half of the 16th century, about the time when Man Singh annexed Orissa proper to the Mogul Empire, they were ousted by the Kutb-shahi dynasty of Golconda ; and for nearly two hundred years Ganjam was ruled from Chicacole by Muslims. The Moguls had annexed Puri, Cuttack and Balasore in 1592, but it was not till 1687 that the Mogul Emperor Aurangzeb compelled Golconda to acknowledge his authority, and only from that date were the governors of Chicacole, who ruled Ganjam, appointed by the Emperor's Subahdars of the Deccan. The Mahrattas, who ceded Orissa to the British, never ruled in Ganjam. The Chicacole Circar, one of the five Northern Circars, was given to the French in 1753 by the Moguls. The French general De Bussy was occupied with the siege of Madras, when Clive despatched Colonel Forde to the south with a force from Bengal. Forde defeated De Bussy's successor, and captured the French headquarters at Masulipatam in 1759. The Subahdar of the Deccan thereupon changed sides, and made a treaty with Forde agreeing to prevent the French from settling in those parts again. By this agreement, ratified by a *firman* from the Emperor Shah Alam in 1765 and a second treaty with the Subahdar in 1766, the whole of the Northern Circars were ceded to the British at Madras. Thus Ganjam was ceded to the British by the Moguls more than thirty years before the "province" of Orissa was ceded to them by the Mahrattas in 1803.

Vizagapatam, parts of which also are claimed by the Unionists of Orissa, equally formed part of the Northern Circars, and was ceded to the British jointly with Ganjam.

Ganjam and Vizagapatam have since remained together under the same administration, namely that of Madras.

10. **The Oriya-speaking tracts of the Midnapore district.**—There remain only the Oriya-speaking portions of the Midnapore district. Under the rule of the Afghans, Midnapore was included under the same administration as Orissa. The Moguls appear to have been the first to separate that district and Balasore from Cuttack and Puri and administer them from Bengal. Under British rule Balasore was again united with the essentially Oriya districts to the south, and Midnapore remained separate from the Orissa division, but, until 1912, under the same administration. It is a portion only of the Midnapore district which the Oriyas claim.

11. **The distribution of the Oriya-speaking tracts between the Governments of Bengal, the Central Provinces and Madras.**—These briefly were the circumstances in which the various Oriya-speaking tracts passed under the British administration. The position was early reached that—

(1) the districts of Cuttack, Puri, and Balasore, together with the Orissa Tributary Mahals (including Angul), formed the Orissa division under the Government of Bengal,

(2) the Midnapore district formed part of the Burdwan Division under the Government of Bengal,

(3) the Singhbhum district and the adjoining Feudatory States formed part of the Chota Nagpur division under the Government of Bengal,

(4) the Sambalpur district and the adjoining Feudatory States were administered by the Government of the Central Provinces,

(5) the Ganjam and Vizagapatam districts and their Agency tracts were administered by the Government of Madras.

12. **Sir Stafford Northcote suggests the separation of Orissa from Bengal, 1868.**—The first suggestion for a regrouping of territory affecting the Oriyas was made in 1868 by Sir Stafford Northcote. In 1866 Orissa had been visited by a severe famine and Sir Stafford Northcote cited this to indicate the greatly augmented demands that the outlying portions of Bengal made on the time and labour of those concerned in the government of the province. To relieve an overtasked administration he suggested the separation from Bengal of Assam, and possibly of Orissa also. The province of Assam was constituted in 1874 ; it was decided that Orissa should remain with Bengal.

13. **The Government of India propose the union of all the Oriya-speaking tracts within the province of Bengal, 1903.**—The whole question of the administrative treatment of the Oriya-speaking peoples came before the Government of India as a definite issue in 1903, in Lord Curzon's time, when the re-arrangement of provincial boundaries was being examined at length. A scheme was prepared by which the Government of India sought to attain three objects—

(1) to relieve the Government of Bengal of part of the excessive burden imposed on it and at the same time to make provision for the more efficient administration of some of the outlying districts of the province ;

(2) to promote the development of Assam by enlarging its jurisdiction so as to give it an outlet to the sea, and, thirdly ;

(3) to unite under a single administration the scattered sections of the Oriya-speaking population, and thereby to afford both to Madras and the Central Provinces some relief from the difficulties arising from the great diversity of languages spoken in their existing jurisdictions.

The Government of India communicated their scheme to the Government of Bengal in Sir Herbert (then Mr.) Risley's letter no. 3678, dated the 3rd December 1903, the Governments of Madras and of the Central Provinces being addressed at the same time. This letter of the 3rd December 1903 addressed by the Government of India to the Government of Bengal is frequently quoted by leaders of the Oriya movement, and a copy is attached in Appendix III to this memorandum. The case of Orissa is discussed in paragraphs 10 to 15 of the letter. The Government of India recognised the Oriya-speaking group of peoples as a distinct and unmistakable factor, with an identity and interests of its own. After discussing the various arguments for and against a redistribution of the Oriya-speaking tracts the Government of India stated that they were disposed—

> "——to unite the whole of the Oriya-speaking peoples, both hill and plain, under one administration and to make that administration Bengal. In other words, they would add to Orissa the Oriya-speaking tracts of Sambalpur (615,941 Oriya-speaking people out of a total population of 829,698), and its Feudatory States ; the Ganjam district (with the possible exception of one taluk in which Oriya is said not to be a prevalent language) ; and the Ganjam and Vizagapatam Agency tracts. Such a scheme would solve the question of language once and for all. This change would relieve both the Central Provinces and Madras of a troublesome excrescence upon their administrative system ; and it would result in handing over the Oriya problem to one Government alone, on a scale and with a unity that would admit of its being treated with consistency and efficiency."

The Governments of Bengal and of the Central Provinces both agreed to the suggestion that the Sambalpur district (with the exception of the Chandarpur-Padampur estates and the Phuljhar Zemindari) and the five Oriya-speaking Feudatory States of Patna, Kalahandi, Sonpur, Bamra and Rairakhol should be transferred from the Central Provinces to Bengal, five Hindi-speaking States being transferred at the same time from Bengal to the Central Provinces. The Government of Madras, however, objected to making over to Bengal the Ganjam district and the Ganjam and Vizagapatam Agency tracts ; they considered that, owing to the mixture of races, the transfer would give rise to serious difficulties connected with the linguistic and racial conditions and the geographical formation of the tract in question, that the judicial arrangements of those territories would be greatly complicated

and confused by their transfer to Bengal, and that the administration of their peculiar land revenue system would be placed in the hands of officers who would have no acquaintance with the principles on which it is based or with the language on which the bulk of its records are, and must continue to be, maintained.

14. The Sambalpur district added to the Orissa division of the province of Bengal, 1905; Ganjam and Vizagapatam remain in the Madras Presidency.—The objections of the Government of Madras were upheld; the Oriya-speaking tracts of the Madras Presidency were left undisturbed. Effect was, however, given to the remainder of the Government of India's scheme. The proclamation of the 1st September 1905 attaching Sambalpur less the Chandarpur-Padampur estates and the Phuljhar Zemindari issued on the same date as the proclamation forming the new province of Eastern Bengal and Assam, and the transfer of the Oriya-speaking estates was carried out at the same time.

These changes fell short of the desire of the Government of India to unite all the Oriya-speaking peoples under the then Government of Bengal; but the transfer of Sambalpur marked an important stage in the amalgamation of these peoples. Owing to the administrative disadvantages of a multiplicity of languages in a province, the Government of India had in 1895 substituted Hindi for Oriya as the court-language of the Sambalpur district. In 1902, at the instance of Sir Andrew Fraser, they reversed that decision and restored Oriya in place of Hindi. By the changes of 1905 the district passed into the Orissa division of the Government of Bengal.

15. The new Province of Bihar and Orissa constituted on the 1st August 1912.—Six years later the Government of India addressed the Secretary of State in their despatch, dated the 25th August 1911, and submitted recommendations on the subject of transferring the seat of Government from Calcutta to Delhi, of reuniting the five Bengali-speaking divisions in a Presidency to be administered by a Governor in Council, and of creating a new province to consist of Bihar, Chota Nagpur and Orissa under the administration of a Lieutenant-Governor in Council. In Appendix IV to this memorandum a copy is given of paragraphs 11 and 20 of that despatch. On the subject of the Oriyas, the Government of India expressed themselves as follows :—

> The Oriyas like the Biharis have little in common with the Bengalis, and we propose to leave Orissa, and the Sambalpur district, with Bihar and Chota Nagpur. We believe that this arrangement will well accord with popular sentiment in Orissa, and will be welcome to Bihar as presenting a seaboard to that province.'

When these suggestions were being debated in the House of Lords on the 21st February 1912 they were subjected to severe criticism by Lord Curzon who was opposed to the decision to go back on what was described as the partition of Bengal which he had himself inspired. Lord Curzon expressed himself strongly on the treatment of Orissa, and his words, which are quoted below, have frequently been used by Oriya

leaders in support of their case. Lord Curzon spoke as follows :—

> " A word about the new province of Bihar, Chota Nagpur and Orissa. This province is made up of the non-Bengali leavings on the west of your new Bengal, and it is justified in your despatch on these grounds. The Government of India say that the Biharis do not like the Bengalis and would welcome separation. Very likely that is true. They say that it is in accordance with popular sentiment in Orissa, which certainly it is not, and will be welcomed in Bihar as giving Bihar a seaport. Of course, that is absolute nonsense. Calcutta is and always must remain the seaport of Bihar to which it is linked by two railways..... This province of yours has been drawn up without the slightest regard to the interests or views of the inhabitants, and you violate there every principle you have adopted in respect of Bengal. Take the Orissans. No one has paused to think what they want. You could not know because of your secrecy, and because you consulted no one in advance. They want the reunion of the Oriya-speaking people. They want to remain under Calcutta to which they have been attached so long..... If the Orissans were an agitating people, which they are not, they would soon make their protest heard."

In reply Lord Crewe expressed some surprise at Lord Curzon's statement that the people of Orissa would have preferred to be administered from Calcutta ; he did not refer to the desire of the Oriya-speaking peoples to be united under a single administration.

The new province of Bihar and Orissa came into being on the 1st August 1912. The comparatively few Oriya-speaking people of the district of Midnapore remained under the Government of Bengal.

In paragraph 41 the joint authors of the Report on Indian Constitutional Reforms made the following comment on this territorial redistribution :—

> " The attachment of Orissa to the rest of the province was dictated by the need of providing for areas which the new presidency could not absorb, rather than by considerations of convenience or economy."

16. **Memorials of Oriya residents of Ganjam for inclusion in the new province rejected by the Government of India.**—In the meantime, the movement among the Oriyas for the amalgamation of all the Oriya-speaking peoples had been growing in strength. Their claims were consistently pressed by the Utkal Union Conference which had been formed in 1903 and met annually. At the time when the province of Bihar and Orissa was being formed, memorials were submitted to His Excellency the Viceroy by Oriya inhabitants of Ganjam and Vizagapatam asking that " His Excellency in Council should be pleased to unite the Oriya-speaking tracts of Madras with Orissa by placing them under the new province of Bihar, Chota Nagpur and

Orissa, a measure which will remove the long-standing genuine grievances of the Oriya community now placed under different Governments, and earn the ever-lasting gratitude of the vast Oriya-speaking community." In sending on these memorials the Government of Madras adhered to the objections which they had expressed in 1904, and which had been accepted by the Government of India. In reply to their request the memorialists were informed in 1912 that the Governor-General in Council was unable to regard the transfer of the Oriya-speaking tracts of the Madras Presidency as desirable or necessary.

III.

17. **Address presented to the Viceroy and the Secretary of State by the Utkal Union Conference in 1917.**—Mention has already been made of an address presented to His Excellency the Viceroy and to the Secretary of State in November 1917 by representatives of the Utkal Union Conference, a copy of the address being attached in Appendix II to this memorandum. In 1912 the Oriyas of Ganjam had asked to be placed under the administration of the new province of Bihar and Orissa, and stated that this would satisfy their desires. The leading Oriya gentlemen, who addressed Lord Chelmsford and the late Mr. Montagu, proceeded a step further and voiced the claims of the Oriyas in the following terms—

(1) that the Oriya-speaking tracts (which the memorialists defined) should be brought together under one separate administration of the type which Bihar and Orissa now has, or

(2) that, if it be not feasible in the present circumstances to organize a separate administration for the Oriya-speaking tracts, the proposed united Orissa be placed under the Government of Bihar and Orissa for the present with a view that it may, at a future time, develop into a separate administration.

In addition, the memorialists asked that, if the Oriya-speaking tracts were included in the province of Bihar and Orissa, they should be given representation in the legislatures, and on the University of the province, which would ensure to them a status equal to that of Bihar, to which they should not be subordinate. By this request these representatives of the Utkal Union Conference made clear the object which they, as Oriyas, had before them. Their object was to obtain for the Oriya-speaking tracts a separate administration of their own : if that could not be obtained at once, they wanted amalgamation under the Government of Bihar and Orissa as a step in the direction of obtaining a completely separate Oriya administration in the future.

18. **The comment made in paragraph 246 of the Report on Indian Constitutional Reforms.**—The special mention of Orissa in paragraph 246 of the Report on Indian Constitutional Reforms indicates that the joint authors were impressed by the claims to amalgamation made to them by the Oriya representatives. It will be remembered that, in that paragraph of their report, the joint authors declined, to use their own words, "to unite the sufficiently difficult task of revising the constitution of India with the highly

controversial labour of simultaneously revising the political geography of the entire country ". After expressing their general opinion that in their belief the business of government would be simplified if administrative units were smaller and more homogeneous, the joint authors added—

> " We believe emphatically that redistributions of provincial areas cannot be imposed upon the people by official action ; and that such a process ought, in any case, to follow, and neither to precede nor accompany constitutional reform. But we are bound to indicate our own clear opinion that, wherever such redistributions are necessary and can be effected by process of consent, the attempt to do so should be made ; and therefore we desire that it should be recognised as one of the earliest duties incumbent upon all the reformed Provincial Governments to test provincial opinion upon schemes directed to this end. In Orissa and Berar, at all events, it seems to us that the possibility of instituting sub-provinces need not be excluded from consideration at a very early date."

The spokesmen of the Oriya movement had adopted a separate Orissa province as their objective ; short of that objective, but only as a means to the same end, they wanted the temporary amalgamation of all the Oriya-speaking tracts under the Government of Bihar and Orissa. The remedy suggested by the joint authors as a possible solution, but one upon which provincial opinion should be tested, was that the Oriya-speaking tracts might be administered as a sub-province.

19. **Mr. Sinha's resolution moved in the old Imperial Legislative Council on the 20th February 1920.**—The whole question of the future treatment of Orissa was shortly afterwards raised in the Old Imperial Legislative Council on a resolution moved by the Hon'ble Mr. Sachchidananda Sinha on the 20th February 1920 to the effect that—

> "——a mixed committee of non-officials and officials be appointed to formulate a scheme for the amalgamation of the Oriya-speaking tracts at present administered or controlled by the Governments of Madras, Bengal and the Central Provinces with the existing Orissa division of the province of Bihar and Orissa."

When moving his resolution Mr. Sinha, himself a Bihar representative on the Council, explained that he was doing so in response to a request made to him personally by the Utkal Union Conference. He stated that the people of Bihar had no objection either to the amalgamation of the Oriyas under one administration, or, if need be, to the separation of the Oriya tracts from Bihar and their formation into a separate province ; in his resolution he recommended amalgamation under the province of Bihar and Orissa, because that was the most simple scheme to start upon and the more likely to be accepted by Government. He therefore suggested the appointment by Government of a mixed committee to investigate the problem. No special reference was made to the possibility of forming a sub-province.

The resolution received considerable support in the house and among those who spoke in favour of it was the late Sir Surendra Nath Banerjea. Sir B. N. (then Mr.) Sarma, a representative from the Madras Presidency, was more critical. He stated that if the mover had asked for a separate province for the Oriyas, he would gladly have supported him, though in his opinion a resolution to that effect would have been premature, since it was a matter for the reformed Councils, or rather for the Oriya representatives in the reformed Councils of the four provinces to say what form of Government they required On the other hand, he did not think that the amalgamation of all Oriya-speaking tracts under the Government of Bihar and Orissa was likely to benefit the Oriyas. The great majority of the Oriya-speaking peoples were already under that government : the addition of one or two millions of Oriyas would not materially affect their position in the province, since they would still remain in a minority. Mr. Sarma took exception to a statement made by the mover that the Chicacole taluk was the only Telugu-speaking taluq in the Ganjam district, and considered that the Oriyas of the Madras Presidency were as well looked after by the Government of Madras as the Oriyas of Bihar and Orissa by the Government of that province. On these grounds, though he favoured a linguistic redistribution of provinces, Mr. Sarma withheld his support from the resolution before the House.

Speaking on behalf of the Government of India, the Home Member quoted the observations of the Joint Select Committee of Parliament on clause 15 of the Government of India Bill to the effect that no change in the boundaries of any province should be made without due consideration of the views of the Legislative Council of that province, and stated that it was an essential feature of the scheme of reforms that territorial redistributions should be postponed until the reformed Councils came into being. He cited opinions expressed by Sir Gangadhar Chitnavis and Mr. Sastri on a resolution moved on the 6th February 1918 by Sir B. N. Sarma, that the linguistic test was not the sole consideration ; political, historical and commercial connections had to be taken into account. Though the Government of India sympathised with the aspirations of the Oriyas, they must await expressions of opinion by the provincial Legislative Councils before they could consider the appointment of a committee to investigate the problem : Government were unable, therefore, to accept the resolution. However, in concluding his speech Sir William Vincent gave the Council the following assurance—

> I am quite prepared, however, if I can secure the sanction of His Excellency in Council to this course, to have a full investigation of the facts to ascertain the views of the local Governments, and prepare such materials for the use of the new Governments as may assist them in arriving at a just decision in this matter.'

On receiving this assurance Mr. Sinha withdrew his resolution : and it is from this assurance that the subsequent official discussions initiated by the Government of India of the complex and difficult problems of the amalgamation of the

Oriya-speaking peoples derive. The attention of the Governments of Madras, Bihar and Orissa, Bengal and the Central Provinces was drawn to the debate ; they were asked to ascertain the wishes of the people affected by the proposal, to investigate the problems raised, and to express their views. It is not intended to burden this memorandum with a complete statement of the information collected as a result of this reference. The salient points in the replies of the provincial Governments, which were received in the course of the year 1922, are briefly summarized in the succeeding paragraphs.

20.. **The views expressed by the Government of Madras in 1922.**—The Government of Madras reported that they had received a number of communications from the Telugu inhabitants of the Ganjam district protesting against the transfer of territory from that district ; on the other hand the majority of the Oriya residents in the Madras Presidency, who were capable of expressing their wishes, desired to be included under a separate administration. A notable exception was the Raja of Jeypore, whose estate covered practically all the Oriya-speaking tracts outside the Ganjam district, and who was decidedly opposed to the separation of the whole or any part of his estate from the Madras Presidency with which the estate and his family had been connected ever since the British assumed control.

The attention of the Government of India was drawn by the Government of Madras to a resolution, moved by an Oriya member in the Madras Legislative Council on the 15th December 1921, recommending the appointment of a committee of officials and non-officials to advise the Government of Madras on the reply to be given to the Government of India on the subject of amalgamating the Oriya-speaking tracts under one administration. The mover stated that his main object was to stimulate discussion, and he withdrew his resolution on a promise given by the Home Member that the information collected would be published for criticism.

The Government of Madras stated that in the meantime they reserved their opinion. Subsequently they reported that though five months had elapsed since they had published the information, which they had collected, no criticism of any kind had been received by the Government. This fact in itself appeared to the Governor-in-Council to be strong evidence of the absence of any general desire on the part of the Oriyas of the Madras Presidency for amalgamation with other areas in which the Oriya language is spoken. The Government of Madras then referred to certain administrative objections, for instance, the distribution of other languages within the Oriya-speaking tracts of the Madras Presidency ; the intimate relation between the forest areas and the rivers of the plains ; and the absence of communications to the east and north. Lastly there appeared to the Government of Madras to be strong financial objections to forming a province consisting only of the Oriya-speaking tracts ; they stated that the cost of the administration of the Agency tracts amounted annually to a sum of about Rs. 30 lakhs, of which only a small part was met by revenue from that area.

The Government of Madras then expressed the opinion that they did not consider that it

would be to the advantage of the country as a whole to transfer the Oriya-speaking tracts of the Madras Presidency either to an Oriya province or sub-province or to the province of Bihar and Orissa. They did not consider that a commission of enquiry to go into the whole question would justify the expenditure which would be involved.

In expressing this view the Government of Madras are seen to have adhered to the objections which they had successfully pressed in 1905 to the transfer of any territory from the Madras Presidency with a view to the amalgamation of the Oriya-speaking tracts.

21. **The views expressed by the Government of Bihar and Orissa in 1922.**—The question of amalgamating the Oriya-speaking tracts had been discussed in the Bihar and Orissa Legislative Council on the 25th November 1921, and in reply to the reference made to them by the Government of India, the Government of Bihar and Orissa submitted a copy of the debate. The resolution, which was moved by an Oriya member, was in the following terms :—

> "This Council recommends to His Excellency the Governor-in-Council that he may be pleased to recommend to the Government of India and to the Secretary of State that the Oriya-speaking tracts existing under the four provincial Governments, namely, Bihar and Orissa, Madras, Bengal and the Central Provinces, be united under one Government."

The mover was able to speak English, but obtained the permission of the President to move his resolution in the Oriya language. He was followed by Sir Havilland (then Mr.) Le Mesurier who intervened at an early stage in the debate to explain the attitude of the Government of Bihar and Orissa. He said that Government had no difficulty in accepting the spirit of the resolution since they were aware of the very wide-spread and deep-seated feeling among the Oriyas in favour of amalgamation. Unfortunately there were differences of opinion among the supporters of the movement, some asked for a separate province of their own ; others that the Oriya-speaking tracts should be amalgamated under one Government. Taking the second suggestion first, Government could not but be conscious that there were considerable administrative difficulties in adding all Oriya-speaking tracts to the province of Bihar and Orissa which would be involved in a further multiplication of land revenue and tenancy systems foreign to the province in which there were already no less than six tenancy laws. Where Oriya-speaking and Telugu-speaking peoples were intermingled, there would follow further language difficulties ; and financial considerations would also require to be taken into account. If, however, they were satisfied that there was a strong wish on the part, for instance, of the inhabitants of the Ganjam district to be united with the province of Bihar and Orissa, the local Government would be prepared subject to the opinion and advice of the Council to do their best to meet the difficulties involved. The first matter to be decided was whether in fact the outlying tracts did wish to be united with the Oriya-speaking tracts now comprised in the province of Bihar and Orissa. The

question of forming a separate Oriya province had not been considered by the local Government, and until Oriya opinion outside the province had been ascertained, the matter could scarcely be said to arise for consideration.

The resolution was supported not only by Oriya members, but by a number of members of the Council elected by Bihar constituencies who, however, made it clear that while they realised that in course of time a united Orissa might claim separation from Bihar, they could only contemplate with grave misgiving the possible financial effect of such separation both on Orissa and on the rest of the existing province. The mover declined to accept an amendment to the effect that the Oriya-speaking tracts should be amalgamated under the Government of Bihar and Orissa ; and in concluding the debate, when he spoke in English, stated that what the Oriyas wanted was amalgamation : the manner in which such amalgamation should be reached was a question to be decided by a committee to be appointed for the purpose. The resolution was adopted without a division.

The Government of Bihar and Orissa also informed the Government of India of the results of the enquiries they had themselves made to ascertain the wishes of Oriyas living within the province of Bihar and Orissa. They found that within the Orissa division educated opinion was strongly in favour of the reunion of the Oriya-speaking tracts under one administration ; Hindu and Christian opinion was practically unanimous on the subject, while Muslim opinion was somewhat adverse; the Muslims, however, formed only a small section of the people of Orissa. The local Government were not in a position to express any opinion as to the manner in which the matter was viewed by Oriyas outside their jurisdiction ; they could not therefore express any useful opinion on the subject of amalgamation. They suggested that after complete material had been collected, it should be forwarded to the local Government for a final expression of their opinion after consultation with their Legislative Council : they contemplated that a committee might be required to make recommendations as to the best way in which to overcome administrative difficulties With reference to the claims made by the Oriyas that the Singhbhum district of the Chota Nagpur division should be treated as an Oriya-speaking district, the Governor in Council stated that, while there was no strong reason for uniting Singhbhum with Orissa, there were definite reasons against it, and he believed that the project would be entirely contrary to the wishes of the great majority of the inhabitants.

22. **The views expressed by the Government of the Central Provinces in 1922.**—The Government of the Central Provinces reported that in the Padampur estate of the Bilaspur district, where the number of Oriya speakers is 76 per cent. of the total population, and in the Chandarpur estate of the same district, where their proportion is only 3.6 per cent., there was no general demand for amalgamation with Orissa or for separation from the Central Provinces ; the Oriya tracts in the Bilaspur district suffered from no serious disability; Oriya is taught in all the schools, with Hindi as an optional subject in the two higher classes. In the Phuljhar zemindari estate of the Raipur district the Government of the Central Provinces found that

though there was a considerable body of Oriya opinion in favour of the transfer of the estate to Orissa, it was largely the outcome of the recent Oriya agitation ; if the zemindari were to be transferred, the remaining half of the population would suffer from the same disabilities of which the Oriyas complained : on the other hand, the Governor in Council considered that there was a *prima facie* case for transferring the Khariar zemindari estate of the same district in which the Oriya population amounted to 77 per cent. of the whole and filled a compact area. (From this expression of opinion the Government of the Central Provinces subsequently resiled). On the general question of the amalgamation of the Oriya-speaking peoples, the Government of the Central Provinces expressed the view that the proposal required full consideration by the reformed Councils, and that no definite steps should be taken until the whole matter had been fully ventilated.

23. **The views expressed by the Government of Bengal in 1922.**—The Government of Bengal was interested only to the extent of the Oriya-speaking portions of the Midnapore district and reported that these tracts were very irregularly spread over six police stations in which the language spoken was a mixture of Bengali and Oriya, and differed considerably from the language of Orissa. The inhabitants, owing to their long residence in Bengal, differed in their manners and customs from the inhabitants of Orissa proper, and had no desire to be separated from Bengal. The Government of Bengal observed that the census figures of the Oriya-speaking peoples in the Midnapore district could not be accepted as entirely reliable. The district magistrate had noted that the irregularity in their distribution might be due to the influence of individual supervisors and enumerators, and stated that, when it became known that the census statistics of 1921 might be used as an argument for the transfer of portions of the district, the Oriya inhabitants in some places, having no wish to go over to Orissa, seemed to have returned their language as Bengali.

24. **The Philip-Duff Enquiry Report, 1924.**—After an examination of the material which had been collected, the Government of India decided that further steps should be taken to ascertain precisely the attitude of the Oriya-speaking peoples resident in the Madras Presidency. They felt that the absence of criticism of the information collected and published by the Government of Madras was not conclusive evidence that there was no genuine desire for amalgamation on the part of the Oriyas in that Presidency. It was, therefore, arranged that local enquiries should be made by two officers, one to be appointed by the Government of India, the other to be appointed by the Government of Madras. The Government of India undertook to meet the expense of this enquiry, and the budget provision made in the estimates for 1924-25 was voted by the Assembly. The officers selected for the enquiry were Mr. C. L. Philip, I.C.S., nominated by the Government of India, and Mr. A. C. Duff, I.C.S., nominated by the Government of Madras. The instructions which they were given were comprised in a Resolution of the Government of India, no. F.-669, dated the 1st October 1924, and were

to the effect that they should "make detailed enquiry on the spot regarding the attitude of Oriya inhabitants of the Madras Presidency towards the question of the amalgamation of the tracts inhabited by them with Orissa". Their enquiry was begun in October and completed in December 1924 In paragraph 12 of their report, which is attached as Appendix V to this memorandum, these two officers stated their conclusions in the following words :—

> "Our enquiry has shewn that there is a genuine long-standing and deep-seated desire on the part of the educated Oriya classes of the Oriya-speaking tracts of Madras for amalgamation of these tracts with Orissa under one administration. By many we have been informed that it is immaterial whether that administration be Bihar and Orissa, Bengal, or Madras ; on the other hand, there is a distinct tendency on the part of some to regard amalgamation as a preliminary to the formation of a separate Orissa."

They added—

> "It seems doubtful whether the masses have had knowledge of the question for any length of time, and it is probable that the enthusiasm, which manifested itself in many of the villages we passed through, was the result of propaganda started just before our arrival by the Vizagapatam and Ganjam Amalgamation Committee which, through local branches and volunteers, organized demonstrations and collected signatures throughout the country to petitions for amalgamation. But however that may be, it is unquestionable that wherever the Oriya raiyats have learned something of the matter, they are entirely in favour of amalgamation."

25. **The comments of the Government of Madras on the report.**—On the publication of the Philip-Duff Enquiry Report the Government of Madras were again asked for an expression of their views. After some preliminary comment on the difficulties inherent in any linguistic redistribution of provinces, the Government of Madras stated that the report prepared by Mr. Philip and Mr. Duff gave the Governor in Council no reason to change the views expressed in 1922.

The case for the Vizagapatam district required to be dealt with separately from that of Ganjam. Practically all the Oriya-speaking population of the Vizagapatam district reside in the Jeypore estate ; but the Oriyas are by no means a majority in the population of that estate, and those who do not speak Oriya are either distinctly Telugu or, whatever their language, have no special affinity with the Oriyas. The Maharaja of Jeypore was strongly opposed to any transfer, and the enquiry had not disclosed any intelligent or consistent expression of opinion, even among the Oriya-speaking inhabitants, in favour of amalgamation with the Orissa districts. The condition of the country and of the communications was such that the

only natural outlet was towards Vizagapatam. The Governor in Council concluded that in his opinion there was no ground whatever for the transfer of any part of the Vizagapatam district to the province of Bihar and Orissa, and that the effect of any such transfer would be disastrous.

The case for the Ganjam district stood on rather different ground because there were parts of it which might possibly be transferred to Orissa without any very detrimental effect on the population, provided that the area to be transferred was carefully selected and restricted ; but the Governor in Council was unable to see that any positive advantages could be gained by such a course. The Government of Madras considered that the value of the enquiry made by Messrs. Philip and Duff was much discounted by what they described as a defect in the terms of reference given to them in that they were required to ascertain the views only of the Oriyas, and not of the other elements in the local population, whose views they were unable to take into account. The Government of Madras stated that the area in which the Oriyas largely predominated was small, and, with the possible exception of the part lying between the left bank of the Rushikulya river and the Orissa border was inextricably intermingled with areas predominantly Telugu. The Government of Madras then recounted the following obstacles which in their opinion made the transfer of any portion of the Ganjam district undesirable—

(*a*) there is no intimate relationship between the Oriyas of Ganjam and the Oriyas of Orissa. In manners and customs, and even in language both spoken and written, there are considerable differences ;

(*b*) there is no separate or distinct portion of the district which is peopled entirely by Oriyas. Even in parts of the district where as many as 75 per cent of the population speak Oriya, Oriya-speaking villages were intermingled with others in which only Telugu is spoken ;

(*c*) the statistics of language are misleading. Telugu people living in villages more largely populated by Oriyas may be obliged to speak Oriya, but they are not Oriyas and should not be so classified ;

(*d*) the aboriginal tribes in the Agency tracts of the district have no linguistic or ethnic affinities with the Oriya population ;

(*e*) the mass of the Oriya population of Ganjam is not sufficiently advanced to be competent to judge where its interests lay.

In paragraph 10 of their report Messrs. Philip and Duff had enumerated certain grievances represented by the Oriyas in the Madras Presidency. The Government of Madras stated that they were taking steps to palliate their disabilities as far as practicable notably with reference to the use of the Oriya language in public offices and the employment of Oriya officials in the public service. They considered that the practical solution of the problem

lay in further improving existing conditions, and not in creating fresh difficulties by amalgamation with a population and with an administration with which the Oriyas of the Madras Presidency were unfamiliar. The Governor in Council considered therefore that the balance of advantage was wholly on the side of leaving things as they are, and added that the Madras Ministers fully concurred in that view.

26. **Suggestions made by the Government of India to provide a basis for further discussion.**—As a result of the correspondence with provincial Governments and the local enquiries made by Messrs. Philip and Duff a considerable amount of material had now been collected by the Government of India on the various issues relevant to the problem of the amalgamation of the Oriya-speaking peoples. The next step was to sift the material in order to facilitate progress towards an ultimate decision. One of the difficulties of the case was the absence of unanimity on the part of the Oriyas themselves. It was apparent that some leaders would be satisfied with nothing less than a wholly separate Oriya administration ; others would accept amalgamation but only as a step towards a separate province ; the mover of the resolution in the Bihar and Orissa Council declined to commit himself to amalgamation with the province of Bihar and Orissa, though that had been the request of the Oriyas of Ganjam in 1912 and was the specific proposal in the resolution moved in the Imperial Legislative Council in 1920 by Mr. Sinha. The Government of India hoped, in these circumstances, to simplify the issues by placing certain definite suggestions before the provincial Governments merely as a basis for further discussion, and to assist towards the formulation of definite conclusions on, at any rate, some aspects of the problem. The suggestions so made took the following form—

(*a*) that the issue immediately under consideration should not be the formation of a separate province, but the amalgamation of the Oriya-speaking tracts of the four provinces of Bihar and Orissa, Madras, the Central Provinces and Bengal within the existing province of Bihar and Orissa ;

(*b*) proceeding on this assumption the Oriya-speaking tracts in the Bengal Presidency might, in view of the opinions expressed by the Government of Bengal, be left out of consideration ;

(*c*) similarly of the tracts in the Central Provinces, those situated in the Bilaspur district might be left out of consideration, but the possible transfer of the Phuljhar and Khariar zemindari estates from the Raipur district to the province of Bihar and Orissa should be further examined by the Government of the Central Provinces ; and

(*d*) of the tracts in the Madras Presidency those in the Vizagapatam district might be left out of consideration, but the possible transfer of ten specified taluks of the Ganjam district should be further examined by the

Government of Madras, and the wishes of the Telugu inhabitants in three other taluks in that district ascertained ;

(*e*) simultaneously, the implications of the possible addition of these particular territories from the Central Provinces and the Madras Presidency should be examined by the Government of Bihar and Orissa.

These suggestions were communicated to the three Governments of Bihar and Orissa, the Central Provinces and Madras, the issues on this occasion being in this manner more precisely defined than on the occasion of the reference previously made to them in 1920.

27. **The views expressed by the Government of the Central Provinces in 1926.**—The Government of the Central Provinces reported that they had no hesitation in supporting the opinions which they had expressed in 1904, and again in 1922, that the Phuljhar zemindari estate, which had formed a part of the original Sambalpur district when that district formed part of the Central Provinces, should not be transferred. The zemindari was bound to the Central Provinces by its land revenue system, and by its trade which remained in the direction of Raipur: with the completion of the Raipur-Vizianagram railway, the interests of the estate would be still more closely connected with the Central Provinces; though the estate contained a population nearly half of which spoke Oriya, it distinctly belonged to the Hindi-speaking tract of Chhattisgarh.

The Governor in Council now found himself unable to accept the view previously expressed that there was a *prima facie* case for the transfer of the Khariar zemindari estate. He considered that undue weight had been attached to purely linguistic considerations, and preferred to judge the matter on grounds of economic and administrative convenience ; in any case the statement that 77 per cent. of the population was shown at the last census as Oriya-speaking required to be qualified by the fact that the Oriya spoken in that estate was gradually melting into Chhatisgarhi Hindi ; when the transfer of the Sambalpur district from the Central Provinces to Bengal was under consideration in 1904, it had been pointed out that the hills which separated the Feudatory State of Patna from the Khariar zemindari estate formed a natural boundary, and the separation of the zemindari from the other zemindari estates of the Raipur district of which Khariar was the admitted head had been strongly opposed ; the same considerations which made it desirable to retain Phuljhar in the Central Provinces applied equally to Khariar.

With the receipt of this reply it was clear that the Government of the Central Provinces were finally opposed to the further transfer of any Oriya-speaking tracts from the Central Provinces to the province of Bihar and Orissa.

28. **The views expressed by the Government of Madras in 1926.**—In reply to this further reference the Government of Madras adhered very strongly to the objections which it had maintained in 1904, in 1922, and in 1925 to the transfer of any portions of the Madras Presidency. As requested by the Government of India the Government of Madras supplied a statement showing the revenue collected in the

Ganjam district with separate figures for the Chicacole taluk, which was almost exclusively Telugu, and for the Parlakimedi, Tekkali and Sompeta taluks, which also had not been included in the ten taluks provisionally suggested as possibly suitable for transfer, together with figures of the local expenditure incurred in the Ganjam district. A copy of this statement is enclosed in Appendix VI to this memorandum. The Government of Madras took the opportunity at the same time to put forward certain financial claims which they would press in the event of the ten taluks being transferred—

(*a*) they stated that they had at stake a sum of approximately Rs. 47½ lakhs capital expenditure on the Rushikulya irrigation system on which they paid Rs. 1,57,134 annually to the Government of India on advances included in that outlay ;

(*b*) they valued their Public Works Department buildings in the ten taluks at approximately Rs. 10 lakhs and claimed reimbursement ;

(*c*) more than Rs. 4 lakhs had been spent on the Russellkonda Saw Mill, the greater part of which had been met from loan funds on which interest had to be paid The reimbursement of this capital expenditure was also claimed.

In conclusion, the Government of Madras stated that the views of the Governor in Council were shared by the Hon'ble Ministers, one of whom, being a native of the Ganjam district and one of its representatives in the Legislative Council, was in a position to speak with special authority.

29. **The views expressed by the Government of Bihar and Orissa in 1926.**—The Government of Bihar and Orissa accepted the conclusion of the Government of the Central Provinces that no area should be transferred from the Central Provinces to Bihar and Orissa With regard to tracts in the Ganjam district the Government of Bihra and Orissa stated that the administrative difficulties involved could not be accurately foreseen by themselves ; the question was not one merely of Oriya sentiment ; the balance of power among the communities of Bihar and Orissa would be materially changed ; it would add to the power of the Oriya group in the Legislative Council, and would increase the Hindu majority.

On one material aspect of the case the local Government held a decided view that there should be no transfer to the province of territory which did not reasonably pay its own way. They had seen the figures prepared by the Government of Madras and were examining them. In the meantime their attitude was that, on the assumption that the area of the Ganjam district suggested as possibly suitable for transfer were self-supporting, then subject to a detailed examination of the financial consideration and subject to the views of the Bihar and Orissa Legislative Council, the Governor in Council was prepared to agree that the whole of the Ganjam district might suitably be transferred less the Chicacole, Parlakimedi, Tekkali and Sompeta taluks.

30. Resolution moved in the Assembly on the 8th February 1927 by Pandit Nilakantha Das.—This was the stage reached in the official correspondence when a resolution was moved in the Legislative Assembly on the 8th February 1927 by Pandit Nilakantha Das representing the Orissa division of the province of Bihar and Orissa. The resolution was in the following terms—

> "That this Assembly recommends to the Governor General in Council to be pleased to take immediate steps to put or publish the schemes of putting, all Oriya-speaking tracts under one local administration."

The debate disclosed wide differences of opinion even among those who supported the amalgamation of the Oriya-speaking peoples. The mover stated that nothing less than a separate province of their own would satisfy the Oriyas ; if they were merely attached to one local administration the agitation would still continue : if tacked on to any province not their own, he thought it better for Oriyas to be joined to the Central Provinces in which they might exercise greater influence than in Bihar. An amendment was moved by a Bihar member to the effect that the Oriya-speaking tracts should be amalgamated with the Orissa division of Bihar and Orissa. The mover of this amendment did not object to a separate province, but thought that its financial resources might be inadequate. He was followed by a member from the Central Provinces who considered that if financial objections ruled out a separate province, the Oriya-speaking tracts should be attached to Bengal. An Oriya member, who took part in the debate, foresaw difficulties in the formation either of a province or of a sub-province, and suggested the union of all Oriya-speaking tracts, including portions of the Singhbhum district under a Commissioner of Orissa under the Government of Bihar and Orissa. A Madras member claimed that amalgamation should be with Madras, and a member from Bengal claimed that the Oriyas are more akin to Bengalis than to Biharis. A member from the Central Provinces stated that he had no objection to the amalgamation of the Oriya-speaking tracts, but they should not include the Phuljhar and Khariar zemindari estates of the Central Provinces. A Muslim member of the United Provinces stated that he was authorized to speak on behalf of the Bihar Provincial Muslim League which was opposed to the amalgamation of all the Oriya-speaking tracts with Bihar.

The Home Member, who had recently visited Orissa, informed the House that enquiries were still being pursued on the official side, and that the Governments both of the Central Provinces and of the Madras Presidency objected to any transfer of territories under their jurisdiction, while the Government of Bihar and Orissa wished to be assured that any territories which might be transferred to them should be financially solvent. He stated that, as a matter of practical politics, he thought that they must reject for the moment any idea of a separate administration for Orissa, and the question really to be decided was what could be done in the way of smaller modifications. He commented on the differences of opinion disclosed in the debate, and stated that when Government

had to choose between the numerous conflicting views on the fate of Orissa, it should be after the consideration of discussions in the local Legislative Councils. It was only when replying to the debate that the mover had made it clear that, even if that object could not be at once attained, his real demand was that Orissa should be constituted into a separate administration. In the meantime the transfer of particular Oriya-speaking tracts must necessarily be a matter largely of administrative and financial convenience. He expressed his sympathy with the aspirations of the Oriyas, and stated that he felt that the present position was not altogether satisfactory. Speaking personally, and not on behalf of the Government of India, he stated that if financial investigation shewed that territories could be conveniently transferred, he would himself be in favour of such transfer, the province to which the transfer should be made being decided by administrative reasons.

An Oriya member then suggested that Government might appoint a small committee consisting of official and non-official members to examine the financial aspects of amalgamation. The Home Member was unable to accept this suggestion, but said that a copy of the debate would be forwarded to the local Government, that is to say, the Government of Bihar and Orissa, in order that the suggestion might be considered by them

The resolution, and the amendment, were both withdrawn.

31. **The Government of Bihar and Orissa report the results of their financial enquiries.**— Shortly afterwards the Government of Bihar and Orissa forwarded, for the information of the Government of India, a copy of a note on the revenue and expenditure of the ten taluks of the Ganjam district suggested as possibly suitable for transfer, prepared by one of their officers who had visited the district with the permission of the Government of Madras. A copy of this note is included in Appendix VII to this memorandum. The Government of Bihar and Orissa commented that the salient facts disclosed were as follows—

(*a*) the average annual deficit on these taluks is Rs. 11¼ lakhs ;

(*b*) there are outstanding loans of over half a crore ;

(*c*) the items of income did not appear capable of any large expansion in the near future ;

(*d*) like other parts of Orissa the taluks are liable both to flood and to famine ;

(*e*) several branches of the administration require development.

They added that the income of the present Orissa division was barely sufficient to meet the ordinary recurring charges ; the addition of these taluks from Madras would throw a heavy financial burden on the province ; without an assignment of revenue from the Government of India of not less than the anticipated deficit on any area transferred, the Governor in Council could not agree to the transfer, nor was it likely that the Legislative Council would agree to a change which would both prejudice the

provincial finances, and add to the voting strength of an element whose interests would not always be identical with those of the rest of the province.

The Government of Bihar and Orissa commented that there was no likelihood that an increase in the area of the Orissa division would, in itself, satisfy the Oriyas, who would continue to press for complete or partial separation. If therefore the Government of India were to agree to an assignment, it might be calculated on a scale to cover the cost of a partial separation of the Orissa administration so far as the transferred subjects were concerned ; it was not, however, worth while to pursue this suggestion until the practicality of the general question of a grant for Orissa from central revenues had received a favourable decision.

32. **The Governments of Bihar and Orissa and of Madras addressed ; the next step is left with the provinces.**—The Home Member had stated in the debate in the Legislative Assembly that when Government had to choose between conflicting views as to the fate of Orissa, it should be after it had considered discussions in the local Legislative Councils. With the receipt of the Government of Bihar and Orissa's letter, it was apparent that the Government of India could not carry the case further by official correspondence. The Governments of Bihar and Orissa and of Madras were informed to that effect and it was suggested that they should place themselves in a position to define their own attitude in the event of the question being locally raised. These two Governments had, however, made different financial claims, one at least of which was made against central revenues. On those claims the Government of India communicated the following general conclusions—

(*a*) in the present status of relations between the central and provincial governments, the transfer of certain taluks of the Ganjam district of the Madras Presidency to the province of Bihar and Orissa could in no circumstances be accepted as imposing any new financial liability whatsoever on central revenues ;

(*b*) such transfer might so affect the general financial position of the province of Bihar and Orissa as to make a revision of the Meston settlement a matter for consideration, but in the view of the Government of India such revision could be based only upon a survey of the whole provincial position, and probably should not be attempted in advance of any arrangements which the Statutory Commission might effect ;

(*c*) if the Government of Bihar and Orissa were required to take over the liabilities of any area transferred they could not be expected to pay for the assets. Public Works buildings are an important item in the assets, and should, in the opinion of the Government of India, be transferred free of cost ;

(*d*) the Government of India agreed with the Government of Madras that the Government of Bihar and Orissa

would become liable for the capital and interest in respect of money invested by the Government of Madras in irrigation projects in any territory that might be transferred, and

(*e*) loans to cultivators in transferred territory should be debited to the Bihar and Orissa Loan Account, and a corresponding credit made to the Government of Madras.

In view of the financial enquiry which they had themselves made, it seemed unlikely that the Government of Bihar and Orissa would wish to appoint a financial committee of the type suggested in the debate in the Legislative Assembly ; in accordance, however, with the assurance given by the Home Member the suggestion was brought to their notice.

With the issue of these communications to the Governments of Bihar and Orissa and of Madras, the next step in the more detailed investigation of the problem lies with the provinces. The general considerations which seem likely to govern such an investigation have been described in the introductory note on claims which have been made to redistributions of provincial territories as a racial or linguistic basis separately presented to the Commission.

APPENDIX I.

LINGUISTIC MAP INDICATING THE DISTRIBUTION OF THE ORIYA-SPEAKING PEOPLES.

APPENDIX II.

ADDRESS PRESENTED TO HIS EXCELLENCY THE VICEROY AND THE SECRETARY OF STATE BY REPRESENTATIVES OF THE UTKAL UNION CONFERENCE IN 1917.

The Humble Memorial of the undersigned most respectfully sheweth,—

The undersigned memorialists, who are mostly the popular representatives on the Legislative Councils, Local and Imperial, have been authorized by the Utkal Union Conference representing the Oriya-speaking tracts now under Bihar and Orissa, Madras and Central Provinces, at its 12th sitting, to lay the grievances of the Oriyas which they do in the hope that their representation may receive sympathetic consideration.

The Oriyas numbering about eleven millions of His Majesty's loyal subjects inhabiting mainly the Division of Orissa, the Districts of Ganjam and Vizagapatam Agency under Madras, and Singhbhum in Chota Nagpur, approach Your Excellency and accord you, Sir, a cordial welcome to this country in which Orissa has been conspicuously known as the "holy land" of India on this most auspicious occasion of your visit to His Majesty's great Eastern Dominions when the British Empire is engaged in the righteous struggle to punish a brutal enemy whose one object is the destruction of small nationalities like the Belgians.

The past history of the Oriya nation, their architectural fame and their achievements in religion, politics and the language and literature of their country, still mark them out as an ancient race with a genius all their own, the remains of which can still be seen in the temples of Puri and in the Oriya classics of Ganjam.

The Oriyas were under one administrative system under Oriya monarchs who ruled for centuries over a vast tract of country between the sacred rivers, the Godaveri and the Ganges, and founded Puri (Jagannath) as the religious capital of India. Yet nothing in modern times has stirred the heart of the Oriya nation so deeply as their present administrative dismemberment under different local Governments.

The advance of English education among neighbouring races due to facilities given to them at an early stage in British administration in Capital towns and their rise in consequence to positions of influence similar to those of an intermediary ruling race which led to the practice of substituting Oriya by Telugu, Hindi or Bengali, and thereby to deprive the Oriya child of his mother-tongue in certain parts where the school reminds him of the condition of a bird in a cage taught to talk the language of his master, the interposition of an Indian interpreter of a different race when the Oriya suitor seeks justice in a law court to the neglect of the popular vernacular, the advantageous position of education and influence held by the predominant

portion of the provincial population which affords them unique opportunities for posts and preferments and representation in the Councils and development of vested interests, the situation of Oriya tracts at the tail-end of each province necessarily kept backward, the indifference of the authorities to the continuous prayers of the Oriyas for their administrative re-union, all all these present a striking contrast to the policy pursued by British Government in the administration of the other parts of India.

The occasional expression of sympathy of certain individual officers and the noble yet unsuccessful endeavour, for example, of the Government of Lord Curzon to reunite the Oriyas under one administration, and the recent joining of only a portion of Oriya tract to Bihar for the supposed advantages of an impracticable sea-board to the province, have raised serious doubts in the minds of eleven millions of people with regard to the pronounced policy of the British Government to give equal opportunities to all classes of people to reap the benefits of the British Rule.

The eleven millions of the Oriyas who have just survived dissolution as a nation now look up to Your Excellency and you, Sir, for the satisfactory solution of what they feel to be the life and death problem to them and the glowing picture which you were pleased to draw of a federated India in your memorable speech in Parliament in the Debate on the Mesopotamia Commission has inspired them with fresh hope and renewed confidence that the administrative union of Oriya tracts may be a necessary preliminary to the projected Reform.

For reasons detailed in Appendix B hereto attached the memorialists pray:—

1. That the Oriya-speaking tracts, outlined by Dr. Grierson in his Linguistic Survey of India, Vol. V (a sketch map of which is attached hereto in the Appendix (A), be brought together under one separate Administration of the type which Bihar and Orissa now has.

2. That if it be not feasible under the present circumstances to organize a separate administration for the Oriya-speaking tracts referred to above, the proposed united Orissa be placed under the Government of Bihar and Orissa for the present with a view that it may at a future time develop into a separate administration. In the latter case, wider representation in the councils, both Local and Imperial, and in the University may be provided in a manner that would admit of the proposed united Orissa being granted an equal status with Bihar, in order to avoid the risk of the Oriyas being relegated to a subordinate position which has been their lot in the past.

APPENDIX (A) THE MAP IS OMITTED.

APPENDIX (B) TO THE MEMORIAL.

The history of the political ascendency of the Oriya kings who ruled for centuries over a vast tract between the Ganges and the Godaveri and shaped the national genius of the people explains the existence of Oriya aristocracy which is such a special feature of Ganjam and Jeypore Agency as the following extracts from Ganjam Manual will show.

(*a*) The zemindars of Ganjam, most of whom derived their power and estates from the Gajapati kings of Orissa who granted them their lands on condition of feudal service—many of them appear to have been nominated to their estates by Purushottam Deo who ruled over Orissa in 1479 to 1504 A.D. (page 18).

(*b*) *The Orissa Kings.*—Kesari line of kings said to have ruled over Orissa for more than six hundred years and doubtless extended their sway over the neighbouring tract of Ganjam (paragraph 2, page 96).

(*c*) The Gajapati princes, (Gangetic dynasty) gave to the country a long line of rulers and their descendants even now occupy considerable territorial possessions in both Orissa and Ganjam. The rajas of Ganjam have moreover always looked upon the Kings of Orissa as their chief fountain of honour and at the present day they still acknowledge the Raja of Jagannath or Puri a descendant of the ancient Orissa kings as their chief. The foundation of the town of Ganjam is usually attributed to a member of this family (paragraph 3, page 96).

(*d*) The dominions of the Orissa kings certainly extended beyond the Kistna river and their power was at its height in 13th, 14th and 15th centuries (paragraph 2, page 97).

(*e*) Purushottam Deo (a Gangetic king of Orissa) established many of the smaller zemindars in Ganjam whilst others were confirmed by him in their estates upon their presenting themselves before him and tendering him their allegiance in the course of his progress through the country (paragraph 1, page 98).

(*f*) The Gajapati princes (of Orissa) still, however, continued in power both in the provinces of Chicacole and Rajahmundry until some time later (page 99).

To the same effect are the facts recorded in the Manual of the Administration of the Madras Presidency, 1885, page 151, volume I, page 77, volume II and Stirling's history of Orissa.

The British acquisition of Ganjam District for instance long preceded that of Orissa by some 37 years earlier and the administrative separation of other Orissa tracts is due to similar circumstances. Thus the present distribution of the Oriya-speaking areas over which the people had no control and which have determined the constitution of Provinces and Divisions with absolutely no regard for the feelings and sentiments of the people and their history, ethnology, traditions, their peculiar customs, manners and language.

The reunion of Oriya tracts has been a serious problem both to the Government and the people. The following quotation from

paragraph (13); the Government of India's letter no. 3678, dated the 3rd December 1903, to the Government of Bengal explains the situation :—" The difficulties arising from the Oriya problem thus created has been for years a source of anxiety and trouble to the different provinces concerned ". " The Government of Madras have repeatedly complained of the anxieties imposed upon the administration by the great diversity of languages (Oriya, Tamil, Telugu, Malayalam and Canarese) with which Madras civilians are called upon to cope with and which render the transfer of officers from one part of the Presidency to another a matter, in any case, of great difficulty and often of positive detriment to the public interest. These disadvantages exercise an injurious effect not only upon the administration, but still more upon the people. Where the population speaking a distinct language and the area over which it is spoken are too small to constitute a substantial portion of a Province, the foreign unit is almost of necessity neglected. Under ordinary conditions the Government is unable to retain in it a superior staff who have become acquainted with the local language, and with the local customs which invariably accompany it. It is often impossible to officer the subordinate staff from local sources, and foreigners have to be brought in who are ignorant alike of the people, their language and their ways. The Government may order that the Vernacular shall be the language of the officers and course but since neither officers nor clerks know this Vernacular properly, compliance with the order is often impracticable and almost always incomplete. Nowhere are these drawbacks more conspicuous than among the Oriya-speaking people, distributed as has been pointed out, between three administrations and a source of constant anxiety to each. Hence in dealing with a question of this kind, it may be that the true criterion of territorial redistribution should be sought not in race but in language. The Oriya-speaking group in any case emerges as a distinct and unmistakable factor, with an identity and interests of its own."

The Commissioner of Orissa Division made in 1895 a proposal advocating the inclusion of all Oriya-speaking tracts in one division, both on administrative and political grounds *vide Calcutta Gazette* supplement, dated 23rd October, page 2357. The Oriyas have suffered long under the malign influences in operation in the administrative areas under different local Governments, tending to the destruction of their solidarity as a distinct community; and it is to maintain the identity and to further their special interests that they are exceedingly anxious which was appreciated by Lord Crewe, in his Darbar despatch, 1911 :—" Orissa has long felt uneasiness at a possible loss of identity as a distinct community ". Though this appreciation, sympathetic as it might be, resulted in nothing better than tying the Orissa Division to Bihar only to " present a seaboard to that Province " and thereby distributing the Oriyas over four different administrations instead of three which was erstwhile their case.

In 1903 a final solution of the problem was attempted by the Government of Lord Curzon in their proposal, *vide* letter no. 3678, dated the 3rd December, to the Government of Bengal, to unite the Oriya tracts under one administra-

tion. But the proposal was only partially carried into effect by the transfer of the Sambalpur District to Orissa from the Central Provinces, owing to the unfortunate absence of Lord Curzon, on leave and the filling up of the Viceroyalty by Lord Ampthill, who as the Governor of Madras had opposed the proposed transfer of Madras Oriya tracts to Orissa. This half measure was disappointing to the people and the cry for a united Orissa has been repeatedly made through the resolutions at the periodical sittings of the Utkal Union Conference comprising the representatives from the Oriya-speaking tracts under different administrations. Representations and memorials to local and Supreme Governments and through deputations waiting on the provincial Governors have been made without effect. The same question was moved in the British Parliament in 1912 and elicited the sympathetic reply of the Under Secretary of State for India (Mr. Montagu) to the effect that the proposed transfer of Ganjam to Orissa might be made at any time if "accumulated evidence be forthcoming for the change".

Disabilities and *disadvantages* mainly responsible for their present backward condition are connected with the following epoch-making facts:—

The Oriya Vernacular, for instance, had struggled long with its Bengali competitor before it could re-establish itself as an officially-recognized language in Orissa. A much worse fate had befallen it in the Districts under Madras and Central Provinces Administrations, Telugu and Hindi having been substituted for indigenous Oriya as the medium of instruction and as court language. The Oriyas in Singhbhum are compelled to receive instruction or conduct official business through Hindi or Bengali instead of their own mother-tongue, though Hindi-speaking people there represent only 4 per cent. of the total population. The economic, educational and other disadvantages due to the administrative dismemberment of the Oriyas have all along been the opportunities of the advanced races developing vested interests in the Oriya-speaking districts. All the high posts of trust and responsibility are theirs. They command the majority in all public bodies, local and municipal, Oriyas forming therein only an insignificant minority and that in their own districts.

Popular Representation.

Owing to their minority and backward condition in each province the Oriyas find themselves at a disadvantage in the matter of representation in Legislative Councils, both local and Imperial. As matters stand at present in the Oriya-speaking tracts outside Orissa Division there is no chance of an Oriya being ever returned by election to the local Legislative Councils. Even in the Orissa Division, they find themselves in a small minority in the Legislative Council of Bihar and Orissa, a condition which might be far, improved if the outlying Oriya-speaking tracts be added to Orissa. The present position of all Oriya tracts in this respect is most precarious.

ORIYAS HANDICAPPED AND LOSS OF INDENTITY PROBABLE.

The Oriyas are a distinct race with their own characteristics and ideals. They remain like a foreign unit in Madras, as long as they are forced into an unnatural and unwilling combination with races entirely differing from them in manners and customs, language and literature, history and traditions, pshychology and character. They incur the danger of having their national characteristics and aspirations sacrificed to the predominating portion of the Provincial population, they are a minority in each province and are expected to stand against odds in the battle of life.

CHANGED CONDITIONS AND NEW ARGUMENTS.

In reply to the addresses presented by the Landholders' Association and Oriya Samaj, Ganjam, to His Excellency Lord Pentland during his Ganjam tour, for the administrative union of Oriya tracts with Orissa, His Excellency gave a hope of consideration of the prayer if conditions changed, new and weighty arguments were produced. The present world-wide war is significant for the fact that the British lion is the protector of the weak nationalities.

The dismembered Oriya nation ask for re-union. They take their stand on the hopeful reply of Lord Pentland who meant every word he said to the Oriyas of Ganjam.

Conditions have since been rapidly changing in India. Competition in all advanced provinces is overwhelmingly increasing. The weak and the minor communities must go to the wall in the struggle. Indian and Home Governments have already declared the policy of increasing the association of Indians in the administration towards the goal to self-government. The Oriyas are naturally anxious for their own protection. The benign Government of Madras must reconsider the case of the Oriyas anxious to join Orissa when the latter stands, under their present conditions, little chance of a fair representation of their interests in the councils in the near future.

THE FOLLOWING ARE THE OUTLYING ORIYA TRACTS PROPOSED TO BE ADDED TO ORISSA.

GANJAM DISTRICT MINUS CHICACOLE TALUK AND VIZAGAPATAM AGENCY, MADRAS.

Ganjam lies on the Southern and Western limits of Puri District in Orissa and Vizagapatam Agency borders on the south-western side of Kala-handi in the Sambalpur District of Orissa.

1. As per census, 1911, Ganjam District minus

Chicacole has a net population nearly two millions with an Oriya population of 10,91,05. against a Telugu population of 579,332, the rest being the speakers of other languages, mainly Khonds and Savaras (284,285).

2. Vizagapatam Agency, out of a total population of 1,020,151, 645,402 are Oriyas including Porojas and Savaras who speak a dialect of Oriya against a Telugu population of 17,626, the rest being Khonds.

The last census Report (1911), Madras, states a reduction in the Oriya population of Ganjam by nearly three lakhs compared with the census of 1901 and explains the difference by stating that the previous one must be wrong. But the recent census report wrongly classifies castes common to both Oriyas and Telugus and mixes up Oriya castes among Telugu, *e.g.*, Kshatriyas, Kalinjis, Bclamas and 8 other castes, *vide* page 118, Vol. XII, Part 2. The matter was also brought to the notice of Government who promised consideration of it at the next census. This explains the reduction. The error must be due to the ignorance of the Telugu census officials of Oriya language or their deliberate misrepresentation or both. Separating these Oriya castes from Telugu, the Oriya population of Ganjam will be, in round figures. 15 lakhs as against one lakh of Telugu population in the whole of Ganjam, minus Chicacole. Hence the net population of Oriya Ganjam, proposed to be united with Orissa, will be 1,955,144 or nearly two millions out of which 15 lakhs are Oriya-speaking against one lakh of Telugu speakers, the rest being mostly speakers of Khond the unwritten language of the hill tribes, who are taught Oriya in the schools in the Agency. Thus the change proposed *re.* Madras consists of nearly 16,600 per sq. mile of territory with a net population of about three millions out of which over two millions of Oriyas against over two lakhs of Telugus; the rest being hill tribes.

ORIYA TRACTS, CENTRAL PROVINCES.

1. Khariar contains 8 per cent. of Oriyas with an Oriya Zemindar as their head.

2. Padampur and Chandarpur estates contain a fairly large proportion of Oriya population.

3. Phuljhar zemindari contains 50 per cent. of Oriya-speaking people. The last two tracts formed part of the Oriya District of Sambalpur in Orissa till 1903.

4. The Feudatory States of Bastar, Sarangarh, Raigarh, Udaipur, Jashpur are partly Oriya and partly Hindi-speaking.

SINGHBHUM, BIHAR AND ORISSA.

In Singhbhum District the Oriyas number 125,593 against 258,201 "Ho's" and 108,584 Bengali-speaking people out of a total population of nearly 7 lakhs, "Ho" being an aboriginal dialect which will give place to Oriya in due course. *Vide* paragraph 9 of the letter of Government of India, no. 3678, dated the 3rd December 1903.

Most of the people in the District returned as Bengali-speaking are Oriyas by race but the

Oriya language having been abolished from schools and courts and partly Bengali partly Hindi having been substituted in its place, the Oriya people are losing their mother-tongue through this enforced adoption.

MIDNAPORE, BENGAL.

The areas proposed to be transferred from the Midnapore District lie in the South of the District bordering on the Northern side of Balasore District of Orissa. The Oriya-speaking people number 270,000 mainly confined to the Southern part of the District in thanas Dantan, Gopibalabhpur Egra, Ramnagar, Contai, Pataspur, Jhargaon and Narayangar. The following fact should be noted here:—In 1891 the Oriya speakers

In Midnapore were	..	572,798
In 1901 ..	..	270,495
In 1911 ..	..	181,801

The decrease is obviously due to the replacement of Oriya by Bengali in schools and courts. *Vide* Census Report of Bengal of 1911, Part I (Volume 5), page 389.

This is an instance of deliberate destruction of the Oriya identity by other stronger races.

In any scheme of territorial readjustment for the formation of a Provincial autonomy the Oriya would claim the areas indicated by Dr. Grierson as Oriya-speaking tracts in his comprehensive and careful Linguistic survey of India. *Vide* map of the (Oriya-speaking) tract at page 367, Volume 5, Part 2.

The Orissa country is not confined to the division which now bears that name. It includes a portion of the District of Midnapore in the North, which together with a part of Balasore, was the "Orissa" of the phrase ("Bengal, Bihar and Orissa") met in the regulations framed by the Government in the last decades of the eighteenth century. Oriya is also the language of most of the district of Singhbhum belonging to the division of Chota Nagpur and of several neighbouring Native States which fall politically within the same division. On the west it is the language of the greater part of the District of Sambalpur and of a small portion of the district of Raipur in the Central Provinces and also of the number of Native States which lie between these districts and Orissa proper.

On the south, it is the language of the North of the Madras District of Ganjam with its connected Native States, and of the Jeypore Agency of Vizagapatam. It is thus spoken in three Governments of British India, *viz.*, in the Lower Provinces of Bengal, in the Central Provinces, and in the Madras Presidency. Grierson, page 367.

The total area and population of Oriya-speaking tracts (870,000 square miles and over 14 millions of people) are fairly large for a single Administration as compared with Assam with an area of 52,959 square miles and a population of 6,713,635 or Central Provinces and Berar with an area of 100,345 square miles and a population of 13,916,308.

The accompanying tabular statement shows the area, population, and the proportion of Oriya-speaking people in the specific tracts to be added to Orissa as per census 1911. The figures for the Central Provinces tracts are taken from the Blue book (reconstruction of Provinces, Bengal and Assam in continuation of Cd. 2658) 1905. The Oriya-speaking population of Ganjam has to be read in the light of the arguments stated at pages 10 and 11 *supra*.

The following tracts constitute the proposed united Orissa :—

Serial No.	Oriya Tracts.	Area in sq. miles.	Total population.	Oriya population.	Population speaking other principal languages of the province.	Population speaking other languages liable to be absorbed by the Oriya language.	Remarks.
	BIHAR AND ORISSA.						
1	Orissa Division including the Feudatory States.	41,789	8,928,316	7,643,714	....	....	
2	Singhbhum District in Chota Nagpur Division.	3,891	694,394	124,593	Bengali 108,584 Hindi 35,000 (nearly)	....	
3	Seraikala and Kharswan States in the Chota Nagpur Division.	602	148,646	43,058	....	Mainly aboriginal ..	Already in the Orissa Division.
	MADRAS.						
4	Ganjam except the Telugu Taluk of Chicacole.	4,000	1,604,709	958,661	Telugu 573,332	72,716	
5	Ganjam Agency ..	3,484	350,466	132,392	Telugu 6,000	212,074	
6	Vizagapatam Agency ..	12,621	1,020,151	473,437	Telugu 170,626	476,088 mostly Khond.	
	CENTRAL PROVINCES.						
7	Padampur, Chandarpur, Phuljhar and Khariar Zemindaris.	1,822	266,344	139,362	Hindi ..	Mostly aboriginal ..	These Zemindaris are mostly Oriya-speaking.
8	Baster, Sarangarh, Raigarh, Udaipur, Jashpur States.	18,056	993,552	102,022	Hindi ..	Do. ..	The States are partly Hindi and partly Oriya-speaking.
	BENGAL.						
9	Contai Sub-Division of Midnapore District, Keshpur, Dantan, Gopiballabhpur, Jhargaon, Narayangarh Thanas in the Midnapore District.	1,792	990,988	572,798	Bengali ..	....	
	Total ..	88,057	14,997,566	10,190,037	....	....	

APPENDIX III.

THE GOVERNMENT OF INDIA'S LETTER NO. 3678, DATED THE 3RD DECEMBER 1903, ADDRESSED TO THE GOVERNMENT OF BENGAL.

I am directed to address you on the subject of the desirability of reducing the territorial jurisdiction of the Lieutenant-Governor of Bengal with the object of lightening the excessive burden now imposed upon the Government by the increase of population, the expansion of commercial and industrial enterprise, and the growing complexity of all branches of the administration.

2. As long ago as 1868 Sir Stafford Northcote drew attention to the greatly augmented demands that the outlying portions of Bengal appeared to make on the time and labour of those concerned in the government of the province. He referred to the famine of 1866 as furnishing evidence of the defects of the existing system of government when exposed to the ordeal of a serious emergency, and, among other methods of relieving the overtasked administration, he suggested the separation from Bengal proper of Assam and possibly of Orissa. In the discussions that followed the question was very thoroughly examined by a number of high authorities, and eventually it was decided that Orissa should remain attached to Bengal, but that Assam proper and certain other districts on the north-eastern frontier of Bengal should be formed into a separate Chief Commissionership directly under the Government of India. At the time when this decision was arrived at the population of Bengal as then constituted was believed to be between forty and fifty millions. The Census of 1872 showed it to be nearly 67 millions. With these figures before him Sir G. Campbell said, as Sir William Grey had said five years before, that the territories under the Lieutenant-Governor of Bengal were more than one man unaided could properly govern. Since then the population of Bengal, as it now stands, has risen to 78½ millions, and this increase has been accompanied by a considerable development of the material resources of the country, and a great extension of railways and other means of communication, while the spread of English education and the wider diffusion of the native press tend to increase litigation, to demand more precise methods of administration, to give greater publicity to the conduct of officials, and in every way to place a heavier strain upon the head of the Government and upon all ranks of his subordinates. In the opinion of the Government of India, the time has come when the relief of the Bengal Government must be regarded as an administrative necessity of the first order. And that relief can be afforded, not, as has been suggested on several previous occasions, by organic changes in the form of Government, but only actual transference of territory. It is unnecessary to refer to the circumstances which have brought about the great concentration of peoples (with a corresponding growth of administrative problems) in the deltaic regions that constitute the greater part of Lower Bengal. The fact is sufficient that at the present time the Lieutenant-Governor of

Despatch no. 10, dated 16th Jan. 1868.

Bengal is called upon to administer an area of 189,000 square miles (151,000 British territory) with a population of 78,493,000 (74,744,000 in British territory) and a gross revenue of 1,137 lakhs (land revenue 505 lakhs).

3. The Government of India believe it to be beyond dispute that this is too heavy a burden for any one man, and that it cannot be adequately discharged save at the expense of efficiency. A Lieutenant-Governor of Bengal, if he spent the whole of the available season of the year in touring, could yet only succeed, during his term of office, in visiting a portion of his vast charge. As a matter of fact, it will commonly be found that places so important as Chittagong, Dacca, Cuttack and Ranchi receive not more than a single hurried visit within the five years. The Lieutenant-Governor is generally expected to be in Calcutta during the winter months, from November to April, and there his time is taken up not only by social duties, which are onerous and which tend continually to increase, but official or ceremonial functions in which he is called upon to play a leading part ; while personal interviews occupy a large portion of his time. He is only able to undertake short and hurried excursions in his province at this, which is the most favourable season of the year : and the time that he devotes to his departments and to provincial administration is constantly being encroached upon by great Municipal and other problems. In the remaining seasons of the year he is unable to make up the deficit for which Calcutta has been responsible. The result of both these features, *viz.*, the hurried and necessarily incomplete tours of the Lieutenant-Governor through his province, and his overwhelming pre-occupations while he resides in the capital, is that in Bengal the work of government has come to be less personal in its character than in any other Indian administration. Anywhere in India this would be a grave defect, but it is worst of all in a province where already, owing to the existence of the Permanent Settlement, there is wanting that link of close knowledge and mutual understanding between the district officer and the people that is supplied by an intimate familiarity with the Land Revenue settlement and administration. Thus in the province where personal rule is perhaps most required, there is least of it, and where the officers know least of the people, the Government knows least of its officers. This is a state of affairs that cannot be revolutionised in a moment, and perhaps cannot be revolutionised at all. But the one course that is practicable is to reduce the gravity of the mischief by curtailing its extent, and to afford the opportunity for increased contact between the administration and the people by easing the former's burden. Already in 1874 the same line of reasoning led, in spite of many contemporary protests, to the severance of Assam from Bengal. The result has undoubtedly been beneficial to both parties, and the experiment has been justified. The time has now come when it should be repeated on a larger scale. No question of loss of prestige or even of temporary sacrifice of advantage ought to stand in the way of a statesmanlike and far-sighted handling of the question. As in 1874, the main criterion of the action of Government should be the good of

the districts and the people whom it is proposed to transfer, but behind this stands the paramount consideration that transference on a large scale has become an absolute necessity.

4. This curtailment can be effected only in two directions. The neighbouring provinces to Bengal are the United Provinces on the North-West, the Central Provinces on the West and South-West, Madras on the South, and Assam on the North-East and East. Proposals to take away Bihar and add it to the area now known as the United Provinces have been put forward in former days, but are not now likely to be revived. Moreover, the Government of the United Provinces with 112,000 squares miles (107,000 British territory) and 48,493,000 people (47,691,000 in British territory) to administer, has already in respect both of area and population a sufficiently heavy charge. Nor would the Government of India propose (apart from special reasons connected with the circumstances of the border districts) to add to the area or responsibilities of Madras. That Government is fully occupied with 151,000 square miles (141,000 British territory) and 42,397,000 people (38,209,000 in British territory).

5. There remain then the Central Provinces and Assam. Both are young and growing administrations, capable of sustaining a heavier charge. Both will profit rather than lose by an increase of responsibilities. It is in these two directions that relief to Bengal must be sought and a readjustment of boundaries applied.

6. In considering the question of possible transfers of territory from Bengal to the Central Provinces, the Governor General in Council will deal first with the relatively less important area of Chutia Nagpur. Chutia Nagpur consists of five British districts and a number of Tributary Mahals, ruled by small Native Chiefs. The total area is 43,000 square miles (27,000 British territory), population 5,901,000 (4,900,000 in British territory), land revenue of British districts 7 ½ lakhs. A large proportion of the inhabitants of this country consists of comparatively primitive people of aboriginal descent, who supply labourers to the coal-mines of Bengal, the tea-plantations of the Western Duars and Assam, and the jute or cotton mills on the Hughli. As far back as 1887, it was suggested that Chutia Nagpur should be transferred to the Central Provinces, but the proposal excepted the two districts of Hazaribagh and Manbhum, the former bordering upon Bihar and the latter upon Bengal, because of their geater affinities with Bengal characteristics. If Hazaribagh and Manbhum are both deducted from the area to be transferred to the Central Provinces, then the latter would receive in British territory 15,800 square miles and 2,421,000 people. If Manbhum alone is left to Bengal, the transfer to the Central Provinces would affect 22,000 square miles and 3,599,000 people. Bearing in mind the imperative necessity of affording relief to Bengal, the Government of India are disposed, other things being equal, to advocate the transfer to the Central Provinces of the larger rather than of the smaller area. On this question I am to invite a full expression of the Lieutenant-

7. The arguments in favour of the transfer may be briefly summarised as follows :—

(*i*) In character and state of development the people of Chutia Nagpur correspond much more closely with those in the Central Provinces than with the population of Bengal.

(*ii*) The Bengal form of administration is too highly developed, too legalised, and too impersonal for backward tracts and primitive hill-tribes. This view is borne out by the experience of a series of outbreaks in recent years and by the difficulties met with in dealing effectually with the land tenures of this part of the province.

8. The considerations on the opposite side may be stated thus :—

(*i*) It will probably be represented that Chutia Nagpur is one of the few attractive divisions in Bengal, the stations of Ranchi and Hazaribagh being situated 2,000 feet above the sea and possessing considerable climatic advantages. The Bengal Government will doubtless not fail to give to this view the importance to which it is entitled ; but it is clearly not one that should exercise a determining effect in the decision of the Government of India.

(*ii*) There is a further argument that may perhaps be used in favour of leaving the district of Hazaribagh with Bengal. This is the existence in that district of some of the most valuable present or prospective coal-fields of Bengal (*e.g.*, Karharbari and Karanpura). The connection of this industry lies almost exclusively with Calcutta, and therein may be found a possible reason for the continuance of the present administrative tie. It is conceivable that the solution may be found in transferring a portion only of the district, so adjusted as to leave the principal coal-fields with Bengal. The same argument is capable of being used, although with less force, of the District of Palamau (containing the coal-field of Daltonganj) ; and the Lieutenant-Governor will know what value to attach to a plea for the association of these northern districts of Chutia Nagpur with Behar.

(*iii*) It may also perhaps be urged that Ranchi is nearer to Calcutta than to Nagpur, and that difficult ranges of hills separate Chutia Nagpur on the west from the Central Provinces. The fact is that Chutia Nagpur is more or less inaccessible from most directions. No administrative rearrangement can for the present alter this material fact. What the Government of India are concerned with, however, is the relief of its administrative rather than its physical isolation. If the people cannot be brought nearer to Government, it is at least desirable to bring Government nearer to them.

9. On a careful consideration of the foregoing arguments the Government of India are disposed to favour the transfer of Chutia Nagpur (except the District of Manbhum, and possibly part or the whole of Hazaribagh) with its Tributary Mahals to the Central Provinces. The only modification in this arrangement that may be required will be contingent upon the decision that may be arrived at concerning the Oriya-speaking peoples. If these are all to be concentrated, as is proposed below, in a single tract to be administered, not by the Central Provinces but by Bengal, then (supposing geographical conditions to render this practicable) it may be desirable to exclude such Oriya-speaking elements as there are in Chutia Nagpur, and to leave them with Bengal. They are contained almost exclusively in the District of Singhbhum, where there are 100,000 Oriya-speaking people out of a total population of 613,000. In the centre of that district 235,000 people speak a Munda language, named Ho, which in course of time will probably give place to Oriya. The retention of Singhbhum by Bengal would be facilitated by the existence on its eastern border of the large Bengali thana of Ghatsila (220,000 population).

10. I am next to pass to a discussion of the case of Orissa. The total area of Orissa is 24,000 square miles (9,800 British territory), population 6,290,000 (4,343,000 in British territory), land revenue 28 lakhs. A glance at the map will show that, while under existing conditions Orissa is somewhat of a projection from the south-western corner of Bengal, if the proposals already made as regards Chutia Nagpur are carried out, its physical detachment from the remainder of that province will be still more pronounced. These circumstances, added to others which will be mentioned, have always brought the case of Orissa under examination when the question of relief to Bengal has been raised, and its transfer to the Central Provinces has been suggested on several occasions. The reasons urged in favour of the change are the same now as they were then. They may be stated and criticised as follows :—

(*i*) There is a historical connection between Orissa and the Mahratta tracts of the Central Provinces. This argument might be of some use as supporting other considerations that pointed in the same direction. But it will be generally admitted that it has no independent value, since the question now under consideration is concerned not with ancient history, but with present and future needs.

(*ii*) Orissa is a temporarily settled area (as are the whole of the Central Provinces), while the remainder of Bengal, with the exception of certain tracts in Chittagong which will probably be transferred, is under the Permanent Settlement. This is a very weighty consideration, and the Government of India do not underrate its value. But, in the present situation, wider considerations even than those of Land Revenue settlement and administration must prevail.

(*iii*) The national tongue of Orissa is Oriya, and as Oriya is the language spoken

by 1½ millions of people in the Central Provinces (mainly in Sambalpur and the attached States), therefore it may be contended Orissa ought to be joined to the Central Provinces. The argument from language is, however, equally capable of being used as a still more convincing plea for the union of the smaller Oriya-speaking area with the larger ; and it is in this sense that it will presently be employed.

11. On the other hand, the reasons which have always hitherto prevailed against the transfer are as follows :—

(i) Orissa has been for close upon a century under the Bengal administration. The prescription of a century is difficult to break, though not insurmountable. It is believed to be accompanied in the case of Orissa by a very strong feeling on the part of the educated and commercial classes in favour of the existing arrangements. This again is a condition that is capable of being overruled, but that requires a strong case of probable advantage to the severed unit in order to justify the change.

(*ii*) But in the case of Orissa the strongest argument against any such probable advantage is to be found in the recent completion of the East Coast Railway, which has now brought the province into far closer connection with Calcutta than would ever be possible with the Central Provinces. Cuttack, the capital of Orissa, is distant only 12 hours from Calcutta as against 30 from Nagpur, and even if a connection were made *via* Sambalpur, the latter distance would only be reduced by about ten hours. In these circumstances, Orissa now receives from Bengal a degree of attention that it could hardly expect to obtain from the Central Provinces ; while the completion of the railway has greatly strengthened the commercial links that already attach the internal and maritime towns of Orissa with Calcutta.

(*iii*) The argument has sometimes been employed on paper that it would be a good thing to provide the Central Provinces with a maritime outlet. But it is weakened in this case by the fact that Orissa possesses no harbour that is capable of being turned into a port, Chandbally, the only possible claimant, being difficult of approach and comparatively unfrequented.

The balance of argument as thus stated, appears to the Government of India to be on the whole decisive against the transfer of Orissa to the Central Provinces ; although it is not desired to arrive at a final opinion, until the views of the Local Government, who are in a better position to represent local interests and necessities, have been fully heard.

12. The future of Orissa will not, however, be determined exclusively by a consideration of the points that have already been put forward.

Other and wider issues are, in the opinion of the Governor General in Council, involved. They embrace questions of race and language, in addition to or apart from the more arbitrary distinctions of administrative or territorial partition. Oriya has been already referred to as the prevalent language of Orissa both in the plain districts and in the Tributary Mahals. It is also the vernacular of a large surrounding area. This area comprises—

(*a*) Sambalpur and certain adjacent Feudatory States, now under the Central Provinces.

(*b*) A part of the Singhbhum District of Chutia Nagpur, now under Bengal.

(*c*) The Ganjam District, now under Madras, in which, out of a total population of 1,689,000, 1,275,000 are Oriya-speaking.

(*d*) The Ganjam Agency Tracts, also administered by Madras, in which, out of a population of 321,000, 87,000 are Oriya-speaking. The majority (157,000) of the people of these tracts speak Khond, a Dravidian language which, as education spreads, is certain to give place to Oriya, while the speakers of Telugu number only 5,800.

(*e*) The Vizagapatam Agency Tracts, also under Madras, in which, out of a population of 850,000, 409,000 are Oriya-speaking. The Vizagapatam District proper is in a different position, since, out of a population of 2,082,000, only 30,000 are Oriya-speaking, and this area accordingly does not enter into the field of the present discussion.

13. The difficulties arising from the problem thus created have been for years a source of anxiety and trouble to the different provinces concerned. No official complaint has been received from Bengal, because the factor of its Oriya-speaking population has been one with which it has had to deal for a century, and to which it has learned to accommodate itself as best it could. The Central Provinces, on the other hand, have experienced such difficulties in connexion with the administration of Sambalpur, that the Chief Commissioner asked in 1901 to be relieved of that district altogether, and although the Government of India were then unable to comply with the request, they were compelled to rescind a previous decision of 1895, which had proved unworkable in practice, and to restore Oriya as the court language of Sambalpur. Similarly, the Government of Madras have repeatedly complained of the anxieties imposed upon the Administration by the great diversity of languages (Oriya, Tamil, Telugu, Malayalam, Canarese) with which Madras civilians are called upon to cope, and which render the transfer of officers from one part of the Presidency to another a matter in any case of great difficulty and often of positive detriment to the public interest. These disadvantages exercise an injurious effect not only upon the administration, but still more upon the people. Where the population speaking a distinct language and the area over which it is spoken are too small to constitute a substantial portion of a province, the foreign unit is almost of necessity neglected. Under ordinary

conditions the Government is unable to retain in it a superior staff who have become acquainted with the local language, and with the local customs which invariably accompany it. It is often impossible to officer the subordinate staff from local sources, and foreigners have to be brought in who are ignorant alike of the people, their language, and their ways. The Government may order that the vernacular shall be the language of the Government offices and Courts ; but since neither officers nor clerks know this vernacular properly, compliance with the order is often impracticable and almost always incomplete. Nowhere are these drawbacks more conspicuous than among the Oriya-speaking peoples, distributed, as has been pointed out, between three administrations, and a source of constant anxiety to each. Hence in dealing with a question of this kind, it may be that the true criterion of territorial redistribution should be sought not in race but in language. Applying this test in the present case it is doubtful whether any positive distinction can be drawn between the Oriya-speaking peoples of the plains and those of the hills. The Oriya of Sambalpur is described indeed as a hybrid *patois*, as compared with the purer tongue of Orissa. No doubt there is some truth in this. Hillmen always talk a ruder dialect than plainmen, and uncivilised tribes than civilised peoples. But there is reason to believe that in the Eastern half of the Sambalpur District good Oriya is spoken, though in the west it gradually melts into Chhatisgarhi Hindi. In any case practical experience goes to show that the connection between a spoken language and its dialect or its *patois*, is a more potent ground of union than a purely racial difference is one of separation. The Oriya-speaking group in any case emerges as a distinct and unmistakable factor, with an identity and interests of its own.

14. The opinions of the members of this group have, on several occasions, been expressed in no uncertain sound. They entertain, so far as is known, no particular desire for the disruption of existing ties, as compared one with the other ; but they entertain the strongest desire for the disruption of all such ties if by these means they can purchase the much greater advantage of linguistic union. They ask not so much to be taken away from Madras, with whose administration they are not believed to have grounds for complaint, or to be added to or taken away from the Central Provinces, or to remain under or be transferred to Bengal, as to be welded by the link of their common language into a single administrative whole. The Government of India have received a petition from the people of Ganjam, in which they speak of themselves as dissociated from their Oriya brethren and of Orissa as " a limb separated from the body, " and they pray, not for a patchwork redistribution, but that the Government of India " will be graciously pleased to bring together the scattered divisions inhabited by Oriya-speaking peoples, *i.e.*, Ganjam in Madras, Sambalpur in the Central Provinces, and Orissa in Bengal, under the Government of Bengal or under any one Government and one University. " To the same effect is the prayer of Raja Baikuntha Nath of Balasore that " all the districts and States speaking the Oriya language be united together and placed under one

common administration, no matter whether under Madras, Bengal, the Central Provinces, or a separate administration." The Government of India have further been informed on the best authority that even those among the people of Sambalpur who are most attached to the Central Provinces "would prefer to sever connection with the province to giving up their mother tongue." It is for unity on the basis of language, not for redistribution on the basis of administrative advantage, that all these memorialists plead. It is not contended that opinions may not be forthcoming on the opposite side. If they exist they will doubtless be evoked by the present discussion. So far, however, as any expression of local views has yet reached the Government of India, it coincides with the independent impression that has been formed by them.

15. On the grounds above stated the Government of India are disposed to unite the whole of the Oriya-speaking peoples, both hill and plain, under one administration, and to make that administration Bengal. In other words, they would add to Orissa the Oriya-speaking tracts of Sambalpur (615,941 Oriya-speaking people out of a total population of 829,698), and its Feudatory States, the Ganjam District (with the possible exception of one taluk in which Oriya is said not to be the prevalent language) and the Ganjam and Vizagapatam Agency Tracts. Such a scheme would solve the question of language once and for all. This change would relieve both the Central Provinces and Madras of a troublesome excrescence upon their administrative system: and it would result in handing over the Oriya problem to one Government alone, on a scale and with a unity that would admit of its being treated with consistency and efficiency.

16. If the objection be raised to this suggestion that, while in the earlier portion of this letter the Government of India advocated relief to Bengal, they are now proposing to add to its burdens, the answer will be found in the far more important changes that will be explained in the remaining paragraphs.

17. The effect of the proposals hitherto sketched on the population of the Central Provinces is shown in the following statement :—

CENTRAL PROVINCES.

	Population in British Territory.	Total Population.	Popualtion in British Territory.	Total Population.
Present Population	9,876,646	11,873,029		
Gains.				
Berar	2,754,016	2,754,016	=15,616,148	18,613,960
Chutia Nagpur (minus Manbhum and Singhbhum).	2,985,486	3,986,915		
Losses.				
Sambalpur (minus Phuljhar and Chandarpur (169,727).	659,971	659,971	=659,971	1,608,391
Five Oriya Feudatories	..	948,420		
Total population ..	..	..	14,956,177	17,005,569

18. The Governor-General in Council now turns to the concluding province which has a claim to gain in any redistribution scheme that may be put forward. It is now nearly 30 years since Assam was severed from Bengal, and 11 years since it received the only territorial addition that has subsequently been made to it. This was the Lushai Hills in 1892. In 1896-97 there was a prolonged discussion as to whether the Chittagong Division should also be transferred to Assam. But, though the project seemed at one time likely to take shape, it was eventually set aside for the time on grounds which have now ceased to have effect. The result is that Assam remains in much the same condition in respect of boundaries as when it was first created a Chief Commissionership, and is both the smallest and the most backward of the local Administrations. It contains an area of 56,000 square miles (nearly 53,000 British territory), a population of 6,126,000 (5,841,000 in British territory), and a gross revenue of 128 lakhs (land revenue 68 lakhs).

19. The Government of India are aware that the smallness and backwardness of Assam have been appealed to as supplying a sufficient argument against any expansion at all. They are inclined to entertain precisely the opposite view. In their opinion it is to its contracted area, to its restricted opportunities, to its lack of commercial outlet, to its alien services, and to the predominance in its life and administration of a single industrial interest depending in the main upon imported labour, that what has been described as the parochialism of Assam is due. The province requires an impulse forward in all of these directions. It requires territorial expansion in order to give to its officers a wider and more interesting field of work. It requires a maritime outlet in order to develop its industries in tea, oil and coal. The paying portions of the Assam-Bengal Railway are in the south, and the whole line, if it is to be utilised in the interests of the province, ought to be under a single administration. Assam moreover will continue to be handicapped, so long as it is dependent for its service upon what it may be fortunate enough to borrow from Bengal. A province that can only offer the prize of one Commissionership, that is remote in locality and backward in development and organisation, will not attract the highest type of civilians to its employ. The Government of India regard it indeed as incontestable that, with a service recruited as at present and confined within the present limits, Assam will find extreme difficulty in attaining the level of a really efficient administration ; and it is for this reason that, in considering the question of changes, they are impressed with the paramount necessity for making them on such a scale as will remove this fundamental source of weakness, and will, if possible, give to Assam a service of its own, offering a career that will attract and retain men of ability and mark. No temporary opposition in the transferred towns or areas, no artificial agitation or interested outcry, should in their opinion be permitted to divert the efforts of Government from the main object, *viz.*, the erection of Assam into a vigorous and self-contained administration, capable of playing the same part on the North-East Frontier of India that the Central Provinces have done in the centre, and that the Punjab formerly did on

the North-West. If this end can be attained coincidently with a relief to the overburdened and congested administration of Bengal, the reform should be the more cordially recommended and the more readily approved. The Governor-General in Council will now proceed to explain the means by which he thinks that this object may be secured.

20. The Chittagong Division consists of four Districts with an area of 11,770 square miles, a population of 4,737,000 and a land revenue of 31¾ lakhs. Attached to it is the Native State of Hill Tippera, with an area of 4,000 square miles, and a population of 173,000. It has already been mentioned that the incorporation of these areas with Assam has more than once been under discussion ; while a reference to the papers on the last of these occasions, *viz.*, in 1896-97, will show that it was then postponed rather than vetoed, the reasons against its acceptance being mainly of a temporary character, which have since disappeared. There is now a strong consensus of official opinion in favour of the change, and the people of Chittagong themselves, who have previously been opposed to the transfer, are understood to have changed their view and to be largely in favour of the change.

21. The main arguments in its favour, in addition to the above consensus of authoritative opinion, are the following :—

(*i*) The port of Chittagong has not attained the full development of which it appears to be susceptible under the administration of Bengal. In any case, it cannot have been easy for a local Government dominated by the interests of a great port like Calcutta, to do much towards promoting the advancement of a humble rival, situated so short a distance away. The Chittagong Port Trust is in consequence in a somewhat unsatisfactory condition, and it has been necessary to consider special measures for adding to its revenues. If on the other hand Chittagong were added to Assam, these special drawbacks might be expected to disappear. There would be every inducement to the Local Government to develop the port, since the entire interests of the province, financial, industrial and commercial, would be involved in its welfare. Already the advent of the railway has caused a considerable stir in Chittagong, and the value of land is rising with startling rapidity. The Government of India entertain no doubt that Chittagong, if transferred to Assam, will find a great future awaiting it, and that the port will gain equally with the internal industries of which it is the maritime outlet, and whose produce demands easy and rapid access to the sea. Further, there can be little doubt that Chittagong, even if it did not become the cold weather headquarters of the Chief Commissioner, must at least receive a great deal of his attention and time.

(*ii*) The Assam-Bengal Railway will be administered with a greater regard to the interests of the province if it is placed under single instead of divided control. If the heavy expenditure incurred on this line is to be justified, if its mountain sections are to be really utilised in the exploitation of the country, it can only be by a fusion of interests between the upper and lower portions of the line ; and to

this a single administration will powerfully contribute. The junction between the two portions of the railway is on the verge of being effected; only a small section between Badarpur and Lumding remains to be finished; and then the oil-wells of Digboi and Makum, the coal-mines of Margharita, and the tea plantations of the Upper Brahmaputra, will be placed in unbroken connection by rail with the Bay of Bengal.

(*iii*) There is no distinction, but, on the contrary, the closest resemblance between the condition of the people and the administration in the Chittagong Division, and those in the neighbouring Assam Districts of Sylhet and Cachar. The systems of land settlement and tenure are the same in both areas; the inhabitants are identical in race, religion and language. The objections which were raised thirty years ago to the absorption of Sylhet and Cachar in Assam have proved to be unfounded: and if those districts were now to be given the option of re-union with Bengal, the Government of India believe that they would decline the offer.

22. To the arguments that have on previous occasions been brought, or that might be brought now, against the change, a sufficient reply is, in the opinion of the Government of India, in each case forthcoming.

(*i*) A fear has been expressed that the people of Chittagong would suffer by being subjected to an inferior standard of law and administration. There does not appear, however, to be any ground for this apprehension. For it is certain that there would be no change either in the class of officers employed, or in the administration of the law, while all the operations of Government would receive closer supervision from the Chief Commissioner of Assam than they can possibly meet with from the Lieutenant-Governor of Bengal.

(*ii*) A similar fear has found vent that Chittagong would be removed from the jurisdiction of the High Court of Calcutta. This also is a groundless alarm, for the jurisdiction would remain as now.

(*iii*) The loss of the control of the Bengal Board of Revenue has also been cited as a serious deprivation. The same thing was said in 1874 of Sylhet and Cachar. Under the present system the Chief Commissioner of Assam acts as Commissioner for those two districts, which do not appear to have suffered under his charge. This system will, of course, cease if Assam is enlarged to the full extent which the Government of India contemplate, and the contrast will then be between administration by a Board of Revenue and administration by a Chief Commissioner as in the Central Provinces. On various grounds the Government of India are disposed to prefer the latter system. In connection with this question it should be noted that in 1896 the members of the Bengal Board of Revenue were themselves strongly in favour of the transfer of Chittagong, and only advocated its postponement until the new settlement had been concluded and the railway finished; while Sir A. Mackenzie wrote in Mr. Bolton's letter of 13th August 1896—

"There will be a temporary disadvantage in having to prefer revenue appeals before what will be at first an inexpert tribunal; but the Assam Administration will soon master the subject, specially as the local ministerial establishments, who are familiar with the records, would

also be transferred, and the Board of Revenue in Bengal could always be consulted."

(*iv*) There remains the loss to Chittagong of what Sir A. Mackenzie in the same letter described as "its fractional interest in the Bengal Council." The value of this asset is, in the present conditions, small. Moreover, such as it is, its loss would be more than compensated if Assam (presuming it to receive the larger instead of the smaller expansion under discussion) were to share a seat on the Legislative Council of the Governor-General with the Central Provinces, furnishing a member alternately with that administration.

23. The foregoing proposals will have some effect in extending the possibilities of the development of Assam and diminishing its drawbacks. But in the opinion of the Governor-General in Council they will still fall short of providing it with that which is the real secret of efficient administration, *viz.*, a self-contained and independent service. Moreover the union of the Oriya-speaking people under Bengal will involve a substantial addition to its population in the south, while the transfer of the greater part of Chutia Nagpur and the whole of the Chittagong Division with Hill Tippera will only bring about a net reduction of some five millions in the population now subject to the Lieutenant-Governor. It is clear that this would represent no great advance in the direction of affording relief to Bengal from its present excessive burden. It is mainly from these two points of view—the necessity of improving the Assam services and of reducing the responsibilities of Bengal—that the Government of India now proceed with a further suggestion, namely, the proposal to incorporate with Assam the districts of Dacca and Mymensingh.

24. These two districts of Eastern Bengal contain an area of 9,000 square miles, a population of 6,564,000, and a land revenue of 17 lakhs. Their association with Assam was first suggested by Sir W. Ward, Chief Commissioner, in 1896. It was opposed by his successor, Mr. (now Sir H.) Cotton, in 1897. It has been discussed in a tentative manner by the present Chief Commissioner. Mr. Fuller sees how greatly the transfer would be to the interest of his province, but he also recognises the difficulties, and he entertains some apprehension at the idea of Assam being swallowed up by Eastern Bengal. On the other hand, the transfer is strongly recommended by other authorities.

25. Apart from the broader considerations to which attention has already been called, the arguments for the transfer may be stated as follows :—

(*i*) Geographically, Dacca and Mymensingh are separated by a clear line of division, *viz.*, the main channel of the Brahmaputra River, from Bengal. If they are joined to Assam, the latter will possess a definite and intelligible western boundary, whereas if the Chittagong Division is assigned to Assam, and Dacca and Mymensingh are left with Bengal, then the two latter districts will constitute a projection from the main body of Bengal obtruding itself into the heart of Assam, from which they will be separated by no tie either of origin, language, religion, or administration.

(*ii*) Not only will the transfer enable Assam to obtain an independent service, but that service would possess three separate Commissionerships, which would be its prize appointments. These would be (1) the Brahmaputra valley or Assam proper ; (2) Dacca, to which would be added Sylhet and Cachar ; (3) Chittagong.

(*iii*) The proposed transfer of Chittagong to Assam would constitute Chittagong the port of Assam. Equally would it be the port of Dacca and Mymensingh, of which it is the natural commercial outlet. Though the associations of these two districts have hitherto been almost exclusively with Bengal, yet the connection between them and Calcutta is from the physical point of view both arbitrary and unnatural, the numerous intervening rivers rendering communication difficult and slow.

(*iv*) There remains an argument to which no small weight attaches and which cannot be left out of consideration. The Government of India have reason to believe—and their impressions were strongly confirmed by the enquiries of the Police Commission—that there is no portion of Bengal where the drawbacks of an imperfectly supervised administration are more evident than in these outlying districts on its eastern border, and that nowhere is the absence of close and intimate touch between the officers of Government and the people more apparent or more regrettable. The Government of India believe that it would be an undoubted advantage to Bengal to lose these elements of weakness ; and that the population and interests of the districts in question would be materially the gainers if they were brought into closer contract with the officers and the head of the local administration.

26. On the other hand the Governor-General in Council thinks it not unlikely that the proposal which has been here put forward may meet with keen criticism and perhaps in parts with strenuous opposition. The lines which such opposition may be expected to take will probably be the following :—

(*i*) The change will doubtless be represented as one of a retrograde character, tending to place a highly advanced and civilised community under a relatively backward administration. The influence of those sections of the local population, whose associations have hitherto lain with Calcutta and who appreciate a gravitation that draws them towards the capital both of a great province and of the Government of India, will be thrown into the same scale. These objections are deserving of consideration, but they are not of course of capital importance. They were successfully and wisely disregarded in the case of Sylhet and Cachar. They were formerly advanced, but have now been waived, in the case of Chittagong. As obstacles to an agreement by common consent they may be powerful now. But their weight is one that must be measured against the vastly superior interests at stake, and that will rapidly dwindle (should the change be effected) and before long disappear. The nearest analogy that occurs to the Government of India is that of the Talukdars of Oudh, who protested vigorously against their incorporation with the North-Western Provinces nearly half a century ago, but who have long ago acquiesced in the change, and would now equally resent a reversion to the *status quo ante*. But there is this remarkable difference, that whereas the

Talukdars were many, there are comparatively few considerable zemindars in the area under examination, and they would gain in status and consideration by becoming the recognised magnates of a self-contained and progressive province.

(*ii*) It is possible that objections may be advanced on judicial grounds. The Government of India can see no reason why this should be the case, since the jurisdiction of the High Court of Calcutta over these districts would remain unaltered. Mr. Melitus, the Commissioner of the Assam Valley, remembering that in 1880 the High Court themselves suggested the appointment of a Judicial Commissioner at Dacca, has revived the idea. The Government of India, as at present advised, do not see its advantages; and they are disposed to think that the inhabitants of the district would probably prefer the continuance of the present system, which would, as Mr. Fuller has pointed out, open up an avenue of possible promotion to the eight Judges serving in Assam.

(*iii*) Finally, there is the argument, suggested by the Chief Commissioner himself, that if Assam were thus enlarged, it would be swamped by the area added to it, and that the change would in effect be rather the annexation of Assam by Eastern Bengal, than the transfer of Eastern Bengal to Assam. To the Government of India these fears appear to be, if not exaggerated, at any rate not formidable. Moreover, as has been observed above, they are disposed to think that the predominance of a single labour question and a single industrial interest in Assam is not on the whole advantageous. The province as reconstructed would acquire a new and composite character; but this character would not be more composite than is found in many other Indian administrations, while it would add to the importance and variety of the whole.

27. Balancing the arguments on either side and bearing in mind the permanent considerations mentioned in paragraph 25, the Government of India are decidedly in favour of the addition of the districts of Dacca and Mymensingh, as well as of the Chittagong Division, to Assam. They believe that this transfer would be the most efficient means for securing the end that they have in view, *viz.*, the ultimate benefit of the community, and the progressive improvement of the administration as a whole.

28. In conclusion, I am to state the figures for Bengal and Assam as they will stand, if the proposals of the Government of India are carried into execution. It will be observed that they relieve Bengal to the extent of 11 millions of people, and that they place Assam almost exactly upon the same level with the Central Provinces, namely, 27 millions.

BENGAL—Present population ..	78,493,410		
Gains.		*Losses.*	
Sambalpur (from Central Provinces)	659,971	Chittagong Division and Hill Tippera (to Assam) ..	4,911,056
Feudatory States (from Central Provinces) ..	948,420	Dacca and Mymensingh (to Assam)	6,564,590
Ganjam District (from Madras)	1,689,142	Chutia Nagpur (to Central Provinces)	3,986,915
Ganjam and Vizagapatam Agency Tracts (from Madras)	1,172,102		
	4,469,635		15,462,561
Net loss to Bengal	10,992,926	Future population ..	67,500,484

ASSAM—Present population ..	6,126,343
Gains.	
Chittagong (from Bengal) ..	4,911,056
Dacca and Mymensingh (from Bengal)	6,564,590
Net gain to Assam	11,475,646
Future population ..	17,601,989

I am to ask that the Government of India may be favoured with a full expression of the views of the Lieutenant-Governor on the reconstruction of Bengal that is proposed in this letter and the effect of which is summarised in the foregoing statement.

APPENDIX IV.

PARAGRAPHS 11 AND 20 OF THE GOVERNMENT OF INDIA'S DESPATCH, DATED THE 25TH AUGUST 1911, ADDRESSED TO THE SECRETARY OF STATE.

* * * *

11. If the headquarters of the Government of India be transferred from Calcutta to Delhi, and if Delhi be thereby made the Imperial capital, placing the city of Delhi and part of the surrounding country under the direct administration of the Government of India, the following scheme, which embraces three inter-dependent proposals, would appear to satisfy all these conditions :—

I. To reunite the five Bengali-speaking divisions, *viz.*, the Presidency, Burdwan, Dacca, Rajshahi and Chittagong divisions, forming them into a Presidency to be administered by a Governor-in-Council. The area of the province will be approximately 70,000 square miles and the population about 42,000,000.

II. To create a Lieutenant-Governorship-in-Council to consist of Behar, Chota Nagpur and Orissa, with a Legislative Council and a capital at Patna. The area of the province would be approximately 113,000 square miles and the population about 35,000,000.

III. To restore the Chief Commissionership of Assam. The area of that province would be about 56,000 square miles and the population about 5,000,000.

* * * *

20. We now turn to the proposal to create a Lieutenant-Governorship-in-Council for Behar, Chota Nagpur and Orissa. We are convinced that if the Governor of Bengal is to do justice to the territories which we propose to assign to him, and to safeguard the interests of the Mohamedans of his province, Behar and Chota Nagpur must be dissociated from Bengal. Quite apart, however, from that consideration, we are satisfied that it is in the highest degree desirable to give the Hindi-speaking people, now included within the Province of Bengal, a separate administration. These people have hitherto been unequally yoked with the Bengalis, and have never therefore had a fair opportunity for development. The cry of Behar for the Beharis has frequently been raised in connection with the conferment of appointments, an excessive number of offices in Behar having been held by Bengalis. The Beharis are a sturdy loyal people, and it is a matter of common knowledge that, although they have long desired separation from Bengal, they refrained at the time of the Partition from asking for it, because they did not wish to join the Bengalis in opposition to Government. There has, moreover, been a very marked awakening in Behar in recent years, and a strong belief has grown up among Beharis that Behar will never develop until it is dissociated from Bengal. That belief will, unless a remedy be found, give rise to agitation in the near future, and the present is an admirable opportunity to carry out on our own initiative a thoroughly sound and much desired change. The Oriyas, like the Beharis.

have little in common with the Bengalis, and we propose to leave Orissa (and the Sambalpur district) with Behar and Chota Nagpur. We believe that this arrangement will well accord with popular sentiment in Orissa and will be welcome to Behar as presenting a sea-board to that province. We need hardly add that we have considered various alternatives, such as the making over of Chota Nagpur or of Orissa to the Central Provinces, and the creation of a Chief Commissionership instead of a Lieutenant Governorship for Behar, Chota Nagpur and Orissa, but none of them seem to deserve more than passing consideration, and we have therefore refrained from troubling Your Lordship with the overwhelming arguments against them. We have also purposely refrained from discussing in this despatch questions of subsidiary importance which must demand detailed consideration when the main features of the scheme are sanctioned, and we are in a position to consult the local Governments concerned.

* * * *

APPENDIX V.

The Philip-Duff Enquiry Report.

Report on Enquiry into attitude of Oriya-speaking population of the Madras Presidency towards amalgamation with other Oriya-speaking tracts.

RESOLUTION BY THE GOVERNMENT OF INDIA, HOME DEPARTMENT, NO. F.-669|22-PUBLIC, DATED SIMLA, THE 1ST OCTOBER 1924.

The following Resolution was moved by Mr. Sachchidananda Sinha in the old Imperial Legislative Council on the 20th February 1920 :—

> "This Council recommends to the Governor General in Council that a mixed Committee of non-officials and officials be appointed to formulate a scheme for the amalgamation of the Oriya-speaking tracts at present administered or controlled by the Governments of Madras. Bengal and the Central Provinces, with the existing Orissa Division of the province of Bihar and Orissa."

And in accordance with the promise then made on behalf of Government much information on the subject has been collected.

2. The most important areas in British India inhabited by Oriya-speaking peoples, which are not now included in Orissa, are contained in the Ganjam and Vizagapatam Districts of the Madras Presidency. The Governor General in Council is not, however, satisfied as to the wishes of the Oriyas in these areas. There may or there may not be a genuine desire on the part of these Oriyas to be amalgamated with the Oriyas of Orissa and it is clear that if there is no such desire further steps towards amalgamation should not be taken at the present juncture. The Governor General in Council has therefore decided to depute two officers, of whom one should be nominated by the Madras Government, to make detailed enquiry on the spot regarding the attitude of Oriya inhabitants of the Madras Presidency towards the question of the amalgamation of the tracts inhabited by them with Orissa. The Governor General in Council has nominated Mr. C. L. Philip, I.C.S., at present Political Agent, Orissa Feudatory States, and the Government of Madras has nominated Mr. A. C. Duff, I.C.S., at present Collector of Bellary in the Madras Presidency, for this duty. These officers will carry out the enquiry jointly and report to the Government of India. The enquiry will begin at once.

ORDER.—Ordered that a copy of the above Resolution be published in the *Gazette of India* and communicated to

The Government of Madras.
Mr. C. L. Philip, I.C.S.
Mr. A. C. Duff, I.C.S.

LETTER FROM MESSRS. PHILIP AND DUFF, ORIYA AMALGAMATION ENQUIRY, TO THE SECRETARY, GOVERNMENT OF INDIA, HOME DEPARTMENT, DELHI, DATED CAMP CUTTACK, THE 26TH DECEMBER 1924.

We have the honour to send herewith our report in accordance with Government of India Resolution No. F.-669-Public, Home Department, dated Simla, the 1st October 1924. The enclosures referred to in the report are despatched in a separate registered parcel. Signatures and petitions are being sent by passenger train as the package is too bulky to be sent by post : the rail receipt will follow. We completed our duties on the afternoon of 26th December 1924. To cash bills our clerk is being sent back to Berhampore and will relinquish his duties there. A final statement of accounts will be despatched by Mr. Duff from Bellary early in the new year.

REPORT OF ORIYA AMALGAMATION ENQUIRY.

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Report on Oriya amalgamation enquiry

1. **Scope of Enquiry.**—Under the terms of Government of India Resolution, Home Department, No. F.-669-Public, dated 1st October 1924, we were appointed "to make detailed enquiry on the spot regarding the attitude of Oriya inhabitants of the Madras Presidency towards the question of the amalgamation of the tracts inhabited by them with Orissa."

2. **Area affected.**—The skeleton map supplied to us by the Government of India, and based on census figures of 1921, shows that the tracts inhabited by Oriya-speaking people in the Madras Presidency correspond roughly with the Jeypore Estate and the Ganjam district. In the Jeypore Estate the census figures show that the Malkanagiri, Padwa, Pottangi, Rayagada, Bissemkatak and Gunupur Taluks contain less than 50 per cent. of Oriya-speaking inhabitants. We thought it unnecessary, therefore, to visit those areas though we did travel through the Pottangi Taluk. Similarly in the Ganjam District we did not visit the purely Telugu areas of Chicacole and Narasannapet and confined our enquiries in the Ganjam Agency, where the people are mostly Khonds and Savaras, to a short tour in the Ghumsur Udayagiri Taluk, obtaining also the opinions of a number of leading 'Muthadars' of other parts.

Though both Oriyas and Telugus question the accuracy of the census figures as showing the proportions of Oriya and Telugu speaking people, and though from our local experience we find that these figures apparently in some areas include and in some exclude Oriya-speaking aboriginal people, we consider from our observations on the spot that they give a sufficiently correct idea of the facts for the purpose of the present enquiry.

3. **Method adopted.**—On receipt of the orders of appointment and before starting the detailed local enquiry we addressed the Collectors of both districts, published notices, and a preliminary tour programme in the local papers, and opened correspondence with numerous officials and non-officials interested in the question. We each visited the headquarters of our respective Governments to study the previous papers on the subject and to acquire information likely to be of assistance. Mr. Philip arrived at Berhampore on the 28th October to make final arrangements with the local officials regarding the tour, to collect information about the district, and to receive the written statements of various individuals and bodies previously called for. He proceeded to Vizagapatam on the 8th November for the same purpose and was joined there by Mr. Duff on the 12th November. We then published a revised tour programme and informed prominent individuals, public bodies, and organized Associations, that we would interview them at the dates and places given in the programme. In accordance with this plan, we have throughout our tour interviewed many individuals, official and non-official, heard the views in detail of numerous deputations, and received addresses from the public at all places of importance. We have in addition visited many way-side villages and conversed with large numbers of raiyats. Though owing to the cyclones of last year and this we were put

to considerable difficulty in moving about the country, we were still able to visit a sufficient number of villages to give us a sound idea of the views of the cultivating classes.

A copy of our tour programme and a map showing the routes followed is attached to the report as Enclosure 'A'.*

Enclosure 'B'* which deals with Ganjam only is divided into five parts. The first contains copies of the addresses read to us personally at different centres; the second contains resolutions passed by various associations and public meetings and forwarded to us by post; the third contains précis provided by several of the deputations interviewed by us; the fourth contains a selection of the written opinions of the more important individuals; the fifth contains resolutions on the question passed by such Local Boards as have considered it.

4. **Attitude of Oriya inhabitants of Vizagapatam District.**—The Maharaja of Jeypore has given his opinion against amalgamation as far as the Vizagapatam Agency is concerned in the statements in Enclosure 'C'.* We also saw him personally at Waltair, but he did not then add anything to what he had set forth in his written statements, which give detailed reasons for the view that he holds.

The views of the Oriya inhabitants of the district were obtained by us at Waltair and during our tour through the Koraput Agency: resolutions passed at various public meetings were also forwarded to us. A selection of these is included in Enclosure 'D'* along with the opinions of prominent individuals and a copy of an address presented to us at Waltair by a deputation of representatives from various parts of the district presided over by Sreeman Vikrama Deo Varma, President of the Utkal Samaj, Vizagapatam. These all express a desire for the amalgamation with Orissa of the tracts inhabited by the Oriya-speaking people of the district. Some of these statements come from areas which are sparsely inhabited by Oriya-speaking people and do not require much consideration at present; and many of the figures and general assertions given in the detailed arguments used by the Vizagapatam Utkal Samaj and in the Vizagapatam address are misleading. Their claim that the whole of the Vizagapatam Agency is largely populated by Oriya-speaking people and that the hill tribes are closely allied to Oriyas is incorrect. Census figures show a preponderance of Oriya-speaking people in Koraput, Jeypore and Naurangpur Taluks and nowhere else throughout the Vizagapatam Agency. With the exception of the Savaras in Gunupur Taluk and scattered Kolarian tribes elsewhere the majority of the hill tribes are in origin Dravidian. It is true that in the three taluks where Oriya is shown as the prevailing language numbers of the hill men have adopted Oriya. In those taluks we found on our tour that the Brahmins and other high caste Hindus were largely descendants of immigrants brought into and settled in the Estate by previous Rajas. Representatives of these families and other educated Oriyas whom we interviewed at Koraput, Jeypore and Naurangpur expressed a strong desire for amalgamation with Orissa, but when we

*Not printed.

reached villages where their influence had not penetrated we found either a total ignorance of the question or merely a desire for the continuance of the Oriya language without any conception of the meaning of amalgamation. The president of the Union Board of Jeypore, who was the chief spokesman for the local deputation, admitted that most of the 8,727 signatories to the petitions for amalgamation presented to us from the Agency were Brahmins and Koromos as these were almost the only literate classes and that the cultivating classes had no opinion on the matter.

5. **Opinions of Zemindars of Ganjam.**—The opinions of the Zemindars of Ganjam are summarised in the Resolution passed at a meeting of the Zemindars' Association at Berhampore on the 2nd November 1924. Enclosure 'E' (1)* is a copy. It was proposed by the Rajah of Parlakimedi, seconded by the Zemindar of Khallikote and Atagada and carried unanimously "that this Association is of the opinion that for the advancement of the Oriyas it is absolutely necessary that all the Oriya-speaking tracts be brought under one administration".

Mr. T. V. Narasinga Rao, a Telugu Malukdar of Aska Taluk, who was present at that meeting, later stated before Mr. Duff at Aska and submitted to us a representation [Enclosure 'E' (7)]* in which he said that he was not in favour of the partition of Ganjam and the amalgamation of any part of it with Orissa, and that when the resolution quoted above was discussed it was distinctly understood that amalgamation with Orissa as a separate province was meant. We have been given good reasons to believe that the statements made in this representation are incorrect. The Malukdar did not take any part in the discussion at the meeting.

During our tour we interviewed the Zemindars of Parlakimedi, Khallikote and Atagada, Dharakote, Mandasa, Chikati, Bodogada, Sergada, Surangi, Tekkali, Nandigam, Tarla, the Proprietor of Baruva, and the Malukdars of Aska. With the exception of the last named, who will be referred to in a separate paragraph, all expressed themselves as in favour of amalgamation of the Oriya-speaking tracts under one administration. They considered generally that socially, economically and politically the Oriyas would be benefited by the union and though some doubts were expressed, as by the Rajah of Parlakimedi who thought that he might have some trouble with his Telugu raiyats and by the Zemindar of Sergada who considered that amalgamation might result in some personal loss to the Zemindars of Ganjam, they were unanimous in the opinion that for the good of the Oriya community as a whole union was essential. All were further unanimous in the opinion, which was strongly expressed, that no estate should be partitioned and that all the Oriya estates should be transferred together. They were definitely against any suggestion that any estate belonging to an Oriya Zemindar should be left under a separate administration on account of a majority of its inhabitants being Telugu.

The question of the form which the united administration would take is outside the scope

*Not printed.

of the present enquiry but on this point it seems desirable to note that the opinions of some of the Zemindars were indefinite and that other did not care for amalgamation with Bihar. They seemed to prefer the idea of a separate Orissa. The Rajah of Parlakimedi did not think that any advantage would be gained if Ganjam were brought under Bihar and Orissa, but was not prepared to discuss the problem in detail. The Zemindar of Mandasa did not much like the idea of Bihar and said he was quite happy under the administration of Madras ; while he thought that it would be a good thing for the Oriyas to be united in one province he admitted the financial difficulty of a separate Oriya province and suggested that a combined Oriya and Andhra province with its capital at Vizagapatam would be a practicable and useful proposition. The Zemindar of Dharakote thought that a separate Orissa would be financially possible, but in any case the Oriyas would benefit by being united under one administration. The Zemindar of Bodogada was desirous of a separate Orissa : till that eventuated he thought that the Oriyas would be able to get along under Bihar and Orissa but feared that the Bihari and Oriya problem would be just as bad as the Telugu and Oriya problem now is and that there would not be much advantage in going over to Bihar and Orissa if a separate Orissa was not ultimately formed. The Zemindar of Nandigam held the same views but when told that there were practically no Biharis in Orissa proper he said that, in that case, he would not object to amalgamation with Bihar and Orissa.

The Zemindar of Khallikote and Atagada, who is President of the District Board of Ganjam, of the Zemindars' Association of Ganjam and of the Khallikote College, Berhampore, is definitely of opinion that a separate Orissa is financially impracticable, that a union of Orissa with Andhra province would be distinctly injurious to the Oriyas, and that the immediate amalgamation of the Oriya-speaking tracts of Madras with Orissa is essential for the interests of all classes of Oriyas whether they be zemindars or raiyats. His written statement [Enclosure 'E' (2)]* puts the case very clearly and may be taken as expressing the views of all the Oriya Zemindars of the district.

The Raja of Bobbili is the owner of the Biridi Estate and the Raja of Vizianagram is the owner of the Jalantra Estate in Ganjam district. Both these Zemindars own extensive estates in the Vizagapatam district. They have given their opinion in favour of amalgamation and their letters are Enclosures 'E' (3) and 'E' (4).* The Raja of Vizianagram has no objection to the proposal for amalgamation. The Raja of Bobbili thinks that though amalgamation with Orissa will cause some administrative inconvenience to himself this must be over-looked in view of the fact that the Oriya population of the Biridi Estate unanimously desires amalgamation.

6. **Opinion in areas where population is less than 50 per cent. Oriya-speaking.**—The map already referred to shows a considerable area in the Vizagapatam district as containing an Oriya population varying from 10 per cent. to 50 per cent., but that area we have dealt

*Not printed.

with in a separate paragraph. We are here concerned with similar tracts in the Ganjam district excluding the Agency which we discuss elsewhere.

In the Chicacole taluk including Narasannapeta the map shows that the Oriya population is negligible. There we made no detailed enquiries though we have received representations from interested parties living in that area, which will be referred to in the paragraph dealing with the Telugu opposition to amalgamation.

The most important area to be considered now is the Parlakimedi Zemindary Taluk ; to the South East and East thereof lie the smaller estates, of Tekkali, Pata Tekkali, Nandigam, Tarla, Baruva, Bodorsingi, Jalantra and Mandasa. Still further Eastward there are considerable areas in Surangi Chikati and the Ichchhapuram Government Taluk which have a preponderating Telugu population, but as the balance is shown as in favour of Oriyas East of Sompet these latter three areas can be more suitably clubbed with Berhampore Taluk.

The Parlakimedi Estate is owned by an Oriya Zemindar, who is looked up to as the leading Oriya Zemindar of Ganjam partly owing to his family connection with the ancient line of Puri Rajahs. There is an undoubted solidarity among the Ganjam Oriya Zemindars who are interrelated and also bound by numerous ties with the feudatory chiefs and zemindars of Orissa. Although therefore it cannot be denied that the majority of the population of the Parlakimedi Estate is Telugu, we felt that the Rajah's opinion must carry great weight and we considered it incumbent on us to make a more detailed investigation in Parlakimedi than perhaps the percentage of Oriya-speaking people justified.

Parlakimedi town itself is divided between Oriyas and Telugus. Among the Oriyas of the town, where there are important educational institutions and where the majority of the educated people of the Estate is congregated the desire for amalgamation is certainly unanimous. This desire was manifested at an enthusiastic meeting which we attended in the Rajah's College. There was no counter-demonstration in the town itself though that does not mean that there is no opposition. There has been little or no counter-propaganda anywhere, whereas the numerous amalgamation societies have been most active throughout the district in securing support to their cry for union with Orissa. We made extensive tours in the interior of the estate, to Varanasi in the West, to Uppalada in the North and to Nautala in the South. On our journey to Varanasi we were met at various places by demonstrations in favour of amalgamation, but very few of the people knew anything definite about the problem. Those who had any opinion to express at all were in the main anxious about the continued and more extensive use of the Oriya language, for the constant complaint was that Oriya was not understood in Courts, Post Offices and other places where official business was transacted. Though we had repeated complaints about educational disabilities we found that in proportion to the population the Elementary Schools had in fact a very fair number of Oriya teachers. The villages along

the Varanasi road are very mixed in character. Some are almost purely Telugu, some largely Oriya, and in many the proportion of Telugus to Oriya is about half and half. Often the Oriyas claimed a preponderance of Oriya-speaking houses in their village, though we found on closer enquiry that in fact the Telugus were equal to if not greater in number than the Oriyas. In one village Minigam where Telugus were in a large majority they knew nothing about amalgamation and cared nothing. The headman was indifferent and said that if the Taluk was transferred provided they kept their land they would be quite content. At Kharigam the Telugus were definitely opposed to amalgamation, but close by at Kharoda one Telugu said distinctly that he wanted amalgamation. In Varanasi itself we met the first definite counter-demonstration. The headman claimed the country as Telugu country into which Oriyas had immigrated while the Oriyas made the usual counter claim.

Southwards from Parlakimedi the population becomes more and more Telugu, but opinion is for the most part non-existent or indifferent.

On our tour northwards we found a certain amount of opposition from Telugus, and by chance in a few cases complete ignorance among some Oriyas. In fact where there had been propaganda there were demonstrations, where there had been none there was indifference.

Our conclusion as far as Parlakimedi is concerned is that the educated Oriyas desire amalgamation, and that though the majority of the inhabitants of the Estate are Telugus, they really do not care much what Government they are under provided they keep their lands. Comparatively few Oriyas know Telugu, the language difficulty for them is, therefore, real. But very many of the Telugus know Oriya, they are by common consent more intelligent, more pushing and better cultivators, more capable of adapting themselves to possible changes, and therefore less likely to suffer from the comparatively small inconveniences which form the burden of the Oriya complaint. In fine, if the major portion of Ganjam including most of the Zemindari areas is taken from Madras it is only natural that the Parlakimedi Estate should go with the majority, and we cannot find that the Telugu inhabitants anticipate much inconvenience from the possible change.

In Tekkali, there was a very noisy Oriya demonstration, in spite of the fact that the Telugus are in the majority throughout the Estate and the neighbouring small Zemindaries. Local bodies are clearly controlled by Telugus and the local Christian Mission is a Telugu Mission, and not an Oriya one. But the Zemindars are Oriyas, though there are a few so-called "Malukdars" purchasers of small estates, who are Telugus. There was also an Oriya demonstration at Palasa close to Tarla led by the Zemindar, and at Mandasa we received addresses and deputations under the aegis of the Mandasa Zemindar. One interesting petition was presented to us at Mandasa from a "Kampo". He claimed to be an Oriya and favoured amalgamation though he himself knew no Oriya. He belongs to the caste common in Ganjam, claimed by the

Telugus as a Telugu caste called "Kapu" and by the Oriyas as an Oriya caste called "Kampo". One Tamil Brahmin, a native of Mandasa, also favoured amalgamation with Orissa in the hope of escaping the Brahmin non-Brahmin controversy which at present dominates the political atmosphere of Madras.

Our conclusions for the area up to and including Mandasa and Baruva are the same as for Parlakimedi.

7. **Area where population is 50 per cent. to 75 per cent. Oriya.**—According to the map this area begins in the neighbourhood of Ichchhapuram and Chikati and includes the large commercial centre Berhampore, the most important town in the district. A map prepared from census figures compiled taluk by taluk cannot pretend to minute accuracy. In reality the inhabitants along the coast even further north-east than Berhampore are largely Telugus, and in Berhampore town itself there are more Telugus than Oriyas, but inland the percentage is much more in favour of Oriyas and it is obvious that no line of demarcation within this area is feasible.

At Ichchhapuram we received addresses and deputations from Ichchhapuram town and taluk, Surangi Zemindary and Jarada. Clearly the educated Oriyas want amalgamation with Orissa for reasons social, religious and political, but the ordinary people, as Sriman Lal Mohan Patnaik, President of the local Oriya Samaj, said, are merely anxious about the use of the Oriya language in Courts and other offices. One complaint in particular was brought to our notice in Ichchhapuram to the effect that, although the Oriyas in the union area numbered 4,000 as against 6,000 Telugus, the Wards were so jerrymandered that the Oriyas could not exercise their full voting power. It was also admitted that Oriyas took little interests in local politics and by reason of their ignorance and indifference were easily persuaded to vote for Telugus.

In Chikati Estate, the proportion of Oriyas is above fifty per cent.; to the north the people are almost entirely Oriyas, and southwards they are largely Telugus. We heard four deputations at Chikati two from local, social and political associations, one from the Koronos' Association and one from the Amalgamation Committee. All asked for amalgamation but there was a marked inclination to avoid a definite pronouncement regarding the possibility of amalgamation with Bihar and Orissa as opposed to amalgamation with a separate Orissa province. The Koronos' complaint is that their hereditary vocation being clerical and the Telugu influence being paramount in Government service they have to learn Telugu for official purposes and are losing their Oriya identity. A fairly well educated Brahmin of Chikati who knew no English told us he did not know what was the capital of Bihar; a Bhandari who had passed the School Final Examination of the Madras University did not know where Patna was. During a morning's drive northwards from Chikati we questioned several local villagers. Many knew nothing of the agitation, others told us the usual story about the difficulty of writing letters and understanding notices in Telugu.

Berhampore is at present the headquarters of the "Amalgamation Committee" which is responsible for all the recent propaganda. The Committee was specially formed as a sub-committee of the Utkal Union Conference for the purposes of the present enquiry. Naturally, therefore, we received several influential deputations at Berhampore and the mass meeting which was attended was most enthusiastic. We also heard the opinion of the Telugus who constitute the majority of the population in Berhampore town itself. That will be dealt with in a separate paragraph. Addresses and individual statements of importance will be found in Enclosure 'B'.*

I. The Amalgamation Sub-Committee appeared before us first. It is an offshoot of the Utkal Union Conference which was started in 1903 after the Ganjam National Conference of 1901. The original history of the Conference movement will be found in the statement of Zemindar of Khallikote (Enclosure E-2).* It is representative of all the Oriyas of the district and one of its Vice-Presidents is Sriman Vikrama Deo of Vizagapatam. The arguments advanced by this Committee and the other deputations are summarised in para. 10.

II. We also heard a deputation from the Ganjam District Association, a political body which formerly included Zemindars among its members, but now has none, owing to the fact that the activities of the leaders of the association favour the interests of the raiyats at the expense of the Zemindars.

III. The Oriya members of local bodies sent a deputation under the leadership of the Vice-President of the District Board.

IV. The Oriya Christian Community of Berhampore was represented.

V. The Congress Committee sent one representative Sriman Niranjan Patnaik, President of the Utkal Provincial Congress Committee.

VI. The Utkal Ashram is a social organisation.

VII. Teachers and Students expressed their views which are summarised in the notes prepared by Sriman S. Gantayet and filed as Enclosure B-III (4).*

VIII. Kavirajas and Pandits expressed their views in written memoranda.

IX. The Raiyats' Association represents cultivators and land-owners under Government. It is a recent formation called into being largely for the purposes of local election campaigns.

X. Finally we had a deputation of Oriya ladies who ordinarily do not appear in public at all. They pleaded that the very fact of their appearance before us was eloquent proof of their anxious longing for amalgamation.

These deputations expressed the views of the enlightened Oriyas of Berhampore and the surrounding area and were unanimous in favour of amalgamation. We gathered that they preferred a separate Orissa province, but were on the whole in favour of union with Bihar and Orissa for the time being in the hope of securing their ultimate object at a later date. There were nevertheless several individuals both at Berhampore and elsewhere who

*Not printed.

stated that it was immaterial to them what Government they might be under provided all Oriyas were under one Government.

From Berhampore we made two distant tours into the interior. The first took us to Purushottapur just north of the Rushikulya river north-eastwards from Berhampore. We visited several villages and talked with several rajyats by the road-side. It was amusing to find one Oriya who thought we had come to enquire about what he called the "Gandhi Raj". There are colonies of Telugus in this direction but most of the people are Oriyas, and as propaganda did not appear to have been very vigorous in the neighbourhood we had no demonstration. At Purushottapur there is a Deputy Tahsildar Magistrate who is a Telugu. He showed us depositions recorded by him in Oriya, but he only seems to have adopted this habit recently though he spoke Oriya well enough.

The second tour was to Digupudi in the Bodokimedi Estate and to Patapur in the Sanokimedi estate. Both at the road-side and at the two centres mentioned we had demonstrations and addresses. Patapur is almost entirely Oriya. One Oriya Brahmin from an outlying village appeared to be entirely ignorant about the question, but in general the desire for amalgamation was unanimous.

8. **Area containing 75 per cent. and more Oriya-speaking population.**—The area for consideration in this paragraph includes the northern part of the Berhampore Taluk, the Aska and Surada Taluks with the estates of Dharakote, Sergada and Bodogoda and the Malukdari villages round Aska, the Ghumsur Government Taluk, the Chatrapur Government Taluk, the estates of Khallikote and Atagada, and the small estates of Biridi, Humma and Palur. We received roadside demonstrations everywhere and addresses and deputations at Aska, Dharakote, Sergada, Surada, Russellkonda, Chatrapur, Rambha, Khallikote, Kudala and Boirani. Very little comment is needed for wherever any opinion was expressed at all it was distinctly in favour of amalgamation. The opinions of the Zemindars and Malukdars are dealt with elsewhere and the arguments of the educated leaders are summarised in paragraph 10.

One or two minor points deserve mention. It was admitted by more than one educated Oriya that the masses had really no opinion on the matter until the question was explained to them by the leaders of the agitation. That is no doubt perfectly true ; but it is also true that the ordinary rajyats experience the same language inconveniences as have been described in dealing with Parlakimedi and other areas They have willingly subscribed their names or thumb marks to the numerous printed *mahazars* we have received, and they do in a vague sort of way hope for a millenium, little as they may understand the reasons which the leaders put in their mouths.

In the Ghumsur Taluk there are many Khond villages. Probably the Khonds there have adopted many Oriya customs, and are better acquainted with the Oriya language than the Khonds of the Agency. At any rate, they cannot be expected to have much to say one way or the other.

There is an important class of merchants throughout the area called Kalinga Komities. Our own enquiries in the interior villages satisfy us that though this caste was in origin Telugu the vast majority of them have lost their Telugu identity and speak and write Oriya almost exclusively and live on intimate terms with the Oriyas among whom they are settled. Some leading Kalinga Komities of Berhampore appeared with the Telugu deputation and strongly opposed this view. But in Berhampore though the Telugu element is strong, the Komities of the interior have trade connections with the big merchants of Berhampore and even the latter keep most of their accounts in Oriya.

9 **The Ganjam Agency.**—The first representative of the Ganjam Agency whom we met was the Bisoi of Gumma. He came to see us at Parlakimedi. We gathered that he was in favour of amalgamation with Orissa, but his ideas on the subject are nebulous. The usual claim was made at Parlakimedi that the Savaras, the aboriginal inhabitants of the southern part of the Ganjam Agency, were gradually becoming Oriyas in language and customs. It is certainly true that in the Agency schools in Savara country Oriya is the language of instruction ; on the other hand we found that in the Parlakimedi Estate many of the so-called "Kapu" Savaras, who have abandoned their old language, dress and customs have in actual fact adopted Telugu and know no Oriya. That there is any affinity between Savaras and Oriyas is absurd. Propinquity and the language of the local traders and the local market centres will decide what language will in the end oust the aboriginal dialects. These remarks apply equally to the claims put before us at Mandasa, Ichchhapur, Chikati, Bodokimedi, Surada and Russellkonda. We expected to receive at Surada statements from some of the more important inhabitants of the southern Khond Agency, but the Zemindar of Korada alone sent us an expression of his opinion.

A visit to the interior of the Ghumsur Udayagiri taluk completed our enquiry in the Ganjam Agency. Naturally the ordinary Khond cultivators proved to be entirely ignorant of the meaning of "amalgamation". It was perhaps surprising that in a large Khond village Kilikia within 3 miles of Udayagiri Mr. Duff could only find two Khonds who claimed any knowledge of the Oriya language, but that village happened to have no school. Where there are schools, though Khond is still really the sole language of the people, there must be an increasing number of hillmen who are acquainted with Oriya. The Kilikia village head's ideas on the subject were typically expressed in the words "if we have to go to Cuttack we shall die : if you join us with Cuttack we shall run away"

In the Ghumsur Udayagiri Taluk many of the "Muttah" heads are themselves Khonds. The Linepada "Moliko" whose village lies on the borders of Phulbani, expressed an emphatic dislike of the Phulbani administration. His neighbour, the Oriya "Bisovi" of Koinjore, on the other hand was in favour of amalgamation. Representatives from the Balliguda Taluk also came to Udayagiri. The Patros of Mahasingi and Budaguda preferred to stay as they were, but said that if no changes were

made in the administration they did not mind what Government they were under. The old Patro of Simonbadi, Iswara Patro, who though an Oriya prefers to speak Khond, was definitely against amalgamation. The Patro of Balliguda, who had attended the public meeting at Russellkonda, was in favour of it.

In fine the great majority of the inhabitants of the Ganjam Agency are not Oriya either in language or in customs. The Savaras are Kolarians and the Khonds are Dravidians. Only an infinitesimal few have any idea of what amalgamation means and of these few many are indifferent. Nevertheless their gradually developing intellectual and trade relations are with the plains of Ganjam. If, therefore, the plains of Ganjam are to be amalgamated with Orissa the Agency tracts must go with them, and the transfer is not likely to be a matter of any real concern to the inhabitants provided they are allowed to retain their existing peculiar customs and form of administration.

10. **Reasons given for the desire for amalgamation with Orissa.**—It is not possible, neither is it necessary, to deal separately with the numerous addresses, statements of deputations and representations of individuals which have been received. It will however be useful to summarize the more cogent arguments and opinions put forward in them as reasons for the desire of the Oriyas for amalgamation with Orissa.

(1) Administrative difficulties.

(*a*) There is a deficiency of Oriya officers in superior grades of Magisterial and other services. It has been pointed out that there is at present only one Oriya Deputy Collector in the province, and there are no Oriyas in the superior grades of the Police and Forest Services. Telugu Officers posted as Magistrates, Tahsildars, etc., in Oriya-speaking tracts very frequently do not know Oriya and the quality of their work thereby suffers and Oriyas are put to much inconvenience, even where the Court language has been officially declared to be Oriya.

(*b*) In spite of orders to increase the number of Oriya ministerial officers there is still a vast preponderance of Telugu clerks in all Government offices in the Ganjam District

(*c*) Notices and summonses, even when printed in Oriya, are frequently filled up in the Telugu language, which is not understood by the people. Many instances of this were shown to us

(*d*) Postmasters and postal peons are mostly Telugu and frequently cannot read Oriya : they have to get the Oriya addresses of letters translated into Telugu before they can deal with them.

(*e*) Canal officials are mostly non-Oriya and their want of knowledge of Oriya puts the raiyats to great difficulty in obtaining water.

(*f*) The distance of the High Court at Madras is a great handicap to the

litigant public and the absence of Oriya-knowing lawyers at Madras necessitates appellants taking with them at great cost pleaders or other interpreters from Ganjam. These difficulties will disappear after amalgamation with Orissa when the Oriya-speaking tracts will come under the jurisdiction of the Circuit Court at Cuttack.

(2) Difficulties of local bodies.

(*a*) The representation of Oriyas is inadequate in areas where the population is mixed. The Municipality of Berhampore and the Union Board of Ichchapuram were instanced as having been so divided into mixed wards that it is difficult to elect Oriya representatives. It is asserted that by a redistribution of ward boundaries the towns could be easily divided into Oriya and Telugu areas, and Oriyas would then have a fair chance of electing their own Commissioners.

(*b*) Local Boards which are predominantly or entirely Oriya do not get sympathetic consideration of their requirements from Telugu Ministers who are inclined to favour demands from Telugu bodies.

(*c*) Notices, receipts, etc., issued by local bodies whose Chairmen and Officers are Telugu are printed in that language and are unintelligible to the Oriya. Some forms used by Taluk Boards in purely Oriya areas are in Telugu and English. They are issued from Madras, and the Boards have not been given power to have their own forms printed in Oriya.

(*d*) Debates in mixed Boards are conducted in English and have then to be explained in Oriya and in Telugu to Members who do not know English. This causes much waste of time and misunderstanding.

(*e*) Owing to racial jealousy between Telugu and Oriya members of mixed bodies much time is spent in useless argument. The Telugus do not want the Oriyas particularly to benefit by any measure and the Oriyas do not want the Telugus to benefit and in the result little is done and the public service suffers.

(3) Co-operative Credit Societies.

These are handicapped in Oriya areas by the fact that the Central Banks are entirely Telugu and the Superior control of the Societies is also Telugu. The forms issued are also in that language : the president of the Aska Co-operative Union complained that he had not even got Telugu forms : those issued to him were in Tamil.

(4) Oriya Christian Community of Berhampore.

A deputation of this community interviewed us at Berhampore and personally represented their disadvantages which are also stated in Enclosure B-III (2).* The headquarters of this community is at Cuttack, their leaders are

*Not printed.

residents of Orissa ; and the bulk of the Oriya Christians, some 15,000 are in Orissa, as against about 1,000 in Ganjam. The Mission High School is located in Cuttack. The Ganjam Christians emphasize their social, educational and religious difficulties caused by the administrative separation of the district from Orissa.

(5) Difficulties in respect of Education.

These have been emphasized at great length by all classes ; the assertion is that owing to these difficulties the Oriyas as a people lag far behind their Telugu neighbours in education and are unable, partly on that account, to benefit by such concessions as the Government of Madras has granted them. A summary of the principal disabilities is contained in the note furnished by the deputation of teachers and students of the Khallikote College at Berhampore [Enclosure B-III (4)].*

(*a*) Teachers in the higher class schools are mainly Telugu. For example in the Khallikote College at Berhampore there is only one Oriya teacher and the Managing Committee is mainly Telugu. These teachers do not know Oriya and cannot use that language in explaining subjects to the students.

(*b*) There are no text books in Oriya for non-language subjects. Primers used in elementary schools are adopted from Bihar and Orissa but are used in higher forms than those for which they are intended owing to the slower progress of the Madras Oriya children, which is itself a result of deficient training of teachers. Maps are inadequate and incorrect. The map of Ganjam District supplied to Oriya Board Schools and shown to us has the place names rendered into fantastic Oriya. Ganjam Zila is transliterated Gangesari Gila ; Ghumsur becomes Ghuseri ; and most other names are equally wrong.

(*c*) It is difficult for Oriya students to go to Madras for higher education. The distance is great ; living there is expensive ; there is no Oriya society and Oriya students must live with Tamils and Telugus whose language, customs, and even food are different from theirs, no seats are reserved for Oriyas in the Madras Colleges and they have frequently difficulty in getting admission ; as a result very few Oriyas enter the Madras University and Colleges.

(*d*) They also have difficulty in getting admission to the Ravenshaw College at Cuttack. The curriculum there differs from that of the Madras University. Sanskrit is compulsory for matriculation but as it is not taught in Madras schools the student must learn it privately ; students entering the Ravenshaw College have to spend an extra year there in making up defects. They do not get admission easily ; they are not permitted to hold Bihar and Orissa scholarships : degrees from Cuttack

*Not printed.

institutions are not considered equal to those obtained in similar Colleges in Madras, and it is not easy for them to get employment in competition with Madras passed men. In spite of these disadvantages Oriya students prefer to go to Cuttack when they can secure admission to the Colleges there.

(6) Medical difficulties.

In the Ganjam district there are only two Oriya doctors holding public appointments. One is the District Health Officer who was the first Oriya to obtain the degree of M.B., C.M., from Madras, the other is the Sub-Assistant Surgeon of Aska. District and Taluk Boards have not power to choose their own medical men, but must take officers from the provincial staff who are posted as required by Government. These are nearly all Telugu ; few if any know Oriya and they have in consequence much difficulty in understanding the complaints of Oriya patients who in their turn have no confidence in them. Further the doctors dislike being posted to Oriya tracts and their constant desire for transfer gives much trouble to the Boards.

(7) Deterioration of language, customs and manners.

(*a*) It is everywhere asserted that owing to the influence of Telugu and to inadequate education the Oriya language as spoken in Madras is rapidly deteriorating, and in vocabulary, grammar, and pronunciation is inferior to that used in Orissa and not readily understood by the people of Orissa. Madras has in recent decades produced no Oriya literature of importance. We were shown extracts from the Ganjam District Gazette, printed in Oriya in the Collector's office, in which the Oriya used was almost unintelligible. It is the universal hope that this degradation of language will be checked by amalgamation of the Oriya tracts of Madras with Orissa.

(*b*) The customs and manners of the Oriyas differ fundamentally from those of the Telugu and they are unable to mix socially. Their food differs. Their religious festivals have nothing in common and the Oriya holidays are very inadequately recognized in the Madras Calendar. The Brahmin *versus* Non-Brahmin problem which exists in the southern part of the Presidency has no application to the north but the influence of that movement has results unfavourable to the Oriyas.

(8) It is generally admitted that the Government of Madras and the district officers of Ganjam have in the past 15 years or so done their best to make conditions easier for the Oriyas by granting them concessions such as the introduction of Oriya as the sole or an alternative Court language in predominantly Oriya

Taluks, the direction that a greater proportion of Oriyas be employed in Government offices in such Taluks, the nomination of more Oriya members to local bodies, the reduction of fees to Oriya schoolboys. But it is also asserted, and with considerable reason, that these concessions are practically dead letters owing to the continued influence of Telugu officers and employees. It is feared that under the Reformed Government further concessions will be unobtainable and those now in force will cease to exist. As Sriman Hari Hara Panda of Aska put it "Hitherto the Oriyas had their difficulties smoothed down by sympathetic officials but now as a result of diarchy probably no remedy is available and the approach to Government is blocked. Oriyas as a separate race will disappear in Madras in course of time, and the more the Indianization of administration the more will be the sufferings of the minority. The so-called Reform Scheme has killed our aspirations and damped our hopes. We urged at the time the Reforms were under consideration that the union of the Oriyas was an essential preliminary, otherwise we anticipated the present troubles."

11. **Opposition (Enclosure F).***—The terms of our reference are so strictly limited that we might justifiably have refused to consider any reasoned representations from individuals or associations who do not represent the Oriya-speaking people of Ganjam and Vizagapatam. We have ourselves consistently avoided the expression of any opinion regarding the feasibility or desirability of "amalgamation." While therefore we did enquire into the opinion of Telugu inhabitants in areas where the population was mixed, we are not concerned to enter into a detailed examination of the arguments put forward by such bodies as the Ganjam Defence League against amalgamation however cogent they may be. These arguments will be for others to consider and decide on. For the purposes of the present enquiry it is enough for us to enumerate the more important areas, societies and individuals who have expressed an adverse opinion, and to refer briefly to such of their statements and arguments as suggest that there is no genuine desire for amalgamation :—

I. At Tekkali the educated Telugus have expressed their dislike of the proposal.

II. At Varanasi in Parlakimedi Taluk we had a counter-demonstration and there we heard from the ordinary people some confirmation of the opinion expressed by the Ganjam Defence League that the Oriya claim to Ganjam as being from of old an Oriya and not a Telugu country is historically incorrect. Elsewhere in Parlakimedi some Telugus expressed dislike of the idea of amalgamation.

III. In Aska the Malukdars, who are Telugu landlords of some 50 villages, appeared in deputation to assert their opinion. They were supported by a certain number of Telugu Komiti and Muhammadan traders. They presented us with some Oriya signatures to a counter-petition, but

*Not printed.

the value of these signatures is not beyond dispute.

IV. One or two Muhammadans of Russellkonda also objected to interference with existing conditions.

V. At Berhampore an influential deputation of pleaders and merchants stated their objections at length. They also gave figures to show that the population of Ganjam as a whole is in fact about 50 per cent. Telugu, and they asserted roundly that the present agitation is engineered by interested parties who have not secured the considered support of the masses. That the ordinary raiyat is in the main content and unconcerned is probably true, as we have already pointed out, but we have also given our grounds for the opinion that there is a considerable feeling of discomfort and a growing desire for something new even among the uneducated. Whether there will be an equal or a stronger agitation among Telugus if amalgamation with Orissa is effected it is no business of ours to consider.

VI. A few educated Oriyas have opposed the movement, but none of them have much influence.

VII. In Chatrapur we heard one or two individual counter-opinions.

The conclusion is that there is a strong feeling among educated Telugus against amalgamation with Orissa. A certain number of Telugu landlords anticipate difficulty with their tenants if amalgamation eventuates. Telugus insist that the Oriya masses are indifferent, and are in fact content as they are.

12. **Summary.**—Our enquiry has shown that there is a genuine longstanding and deepseated desire on the part of the educated Oriya classes of the Oriya-speaking tracts of Madras for amalgamation of these tracts with Orissa under one administration. By many we have been informed that it is immaterial whether that administration be Bihar and Orissa, Bengal, or Madras ; on the other hand there is a distinct tendency on the part of some to regard amalgamation as a preliminary to the formation of a separate Orissa ; the opinions of some of the Zemindars on this matter have been referred to in paragraph 5 above.

It seems doubtful whether the masses have had knowledge of the question for any length of time and it is probable that the enthusiasm which manifested itself in many of the villages we passed through was the result of propaganda started just before our arrival by the Vizagapatam and Ganjam Amalgamation Committee which through local branches and volunteers organized demonstrations and collected signatures throughout the country to petitions for amalgamation. But however that may be it is unquestionable that wherever the Oriya raiyats have learned something of the matter they are entirely in favour of amalgamation. The fact that some 106,818 signatures have been forwarded to us from practically every Oriya village in Ganjam and a large number in the Vizagapatam district is significant

as showing how far the movement for amalgamation has spread. We received also 2,873 signatures of Oriyas of Ganjam and Vizagapatam, now living in Calcutta, Rangoon, Kharagpur, Madras and elsewhere, who desire the union of their home-land with Orissa. It must further be noted that the fact of our making this enquiry has given rise to the belief in the minds of the more ignorant that amalgamation is about to be granted, and we were sometimes asked when it would become a reality. Our enquiry was welcomed by every class of Oriya throughout the area visited and from the Zemindars' Association, from the public in addresses presented, and from deputations we received expressions of thanks to the Government of India for having appointed a Committee to ascertain their desire.

13. In conclusion we desire to place on record our appreciation of the assistance we received in making our enquiry from the Maharaja of Jeypore and from the Zemindars of the Ganjam district to whose courtesy and hospitality we owe much ; from the various local Societies and from the Amalgamation Committee of Berhampore whose Vice-President Sreeman M. S. Panigrahi did all in his power to facilitate our tours. Our thanks are also due to the District Collector of Ganjam, Mr. Galletti, to the Divisional Officer of Berhampore, Mr. Crombie and to the Government Officers of the various Taluks visited, for the interest they took in our work and the ready help they gave us.

C. L. PHILIP.

A. C. DUFF.

The 26th December 1924.

APPENDIX VI.

Statement prepared by the Government of Madras on the revenue and expenditure of the Ganjam district.

Head of account.	Average receipts for the last three years for the whole district.	Average receipts for the last three years for Chicacole taluk.	Average for the last three years.			
			Total for Tekkali, Sompeta, Parlakimedi taluks.	Details of column 4.		
				Tekkali.	Sompeta.	Parlakimedi.
1	2	3	4		5	
A.—CENTRAL.	Rs.	Rs.	Rs.	Rs.	Rs	Rs.
II.—Income-tax	6,41,366	18,023	44,395	10,031	8,921	25,443
IV.—Opium (Average for two years only is noted, receipts for 1925-26 having been included in provincial revenues).	1,29,381	6,052	16,983	4,538	4,878	7,567
XXVI.—Miscellaneous ..	55	..	..	..	..	..
XXVII.—Currency	74	..	..	..	..	..
XXXIII.—Superannuation ..	2,942	122	55	..	55	..
Total ..	7,73,818	24,197	61,433	14,569	13,854	33,010
B.—PROVINCIAL.						
V.—Land Revenue ..	23,72,076	4,18,788	2,08,290	77,376	35,525	95,389
VI.—Excise ..	11,59,271	1,69,721	3,47,649	1,35,573	1,38,223	73,848
VII.—Stamps	5,55,928	1,04,612	31,590	4,790	17,796	9,004
IX.—Registration	86,629	11,515	6,838	1,808	1,480	3,550
XIV.—Irrigation	1,747	1,390	..	..	..	..
XVI.—Interest	25,589	2,817	328	179	23	126
XVII.—Administration of Justice	33,364	3,948	2,320	463	632	1,225
XVIII.—Jails and Convict settlements.	5,566	161	33	1	..	32
XIX.—Police	12,250	896	602	158	127	317
XXI.—Education	3,026	107	16	1	1	14
XXII.—Medical	5,149	106	146	4	22	120
XXIII.—Public Health	3,087	37	50	16	2	32
XXIV.—Agriculture	2,777	348	9	9	..	..
XXV.—Industries	7,284	270	609	271	310	28
XXVI.—Miscellaneous Departments	8,415	1,312	554	126	108	320
XXX.—Civil Works	12,631	1,204	139	8	17	114
XXXIII.—Superannuation ..	5,100	17	185	23	..	162
XXXIV.—Stationery and Printing	5,829	382	72	15	21	36
XXXV.—Miscellaneous	9,890	—295 (Minus)	184	—27	—120	331
Cash remittances representing receipts on account of Salt, Forest and P. W. D.	1,01,52,178	2,47,626	2,26,761	1 07,148	1,122	1,18,491
Imperial Bank remittance 70,04,634	1,44,67,786	9,64,962	8,26,375	3,27,942	1,95,294	3,03,139
Salt 29,45,089						
Forest 1,91,306						
P. W. D. 11,149						
C.—RECEIPTS UNDER LOCAL BOARDS	21,03,735	2,61,231	40,738	12,462	9,330	18,916
GRAND TOTAL ..	1,73,45,339	12,50,390	9,28,546	3,55,003	2,18,478	3,55,065

Average disbursements for the last three years.	
PROVINCIAL.	Rs.
5. Land Revenue ..	1,24,160
6. Excise	49,894
7. Stamps	12,458
9. Registration ..	58,436
15. Miscellaneous Irrigation expenditure.	72,091
19. Interest on ordinary debt.	..
22. General Administration.	8,40,359
23. Audit	315
24. Administration of Justice.	1,99,803
25. Jails and Convict Settlements.	49,905
26. Police	6,47,898
31. Education ..	7,20,230
32. Medical	1,00,715
33. Public Health ..	35,540
34. Agriculture ..	37,042
35. Industry	5,502
37. Miscellaneous departments.	5,226
41. Civil Works ..	2,74,957
43. Famine relief ..	7,911
44. Territorial and political pensions.	235
45. Superannuation allowances and pension.	1,24,863
46 Stationery and Printing	9,252
47. Miscellaneous ..	3,115
52. Extraordinary charges	5,979
Cash remittances ..	33,10,962
Expenditure under Local Boards as per Administration Reports.	11,86,904
GRAND TOTAL ..	78,83,753

APPENDIX VII.

NOTE PREPARED BY AN OFFICER OF THE GOVERNMENT OF BIHAR AND ORISSA ON THE REVENUE AND EXPENDITURE OF CERTAIN PORTIONS OF THE GANJAM DISTRICT.

[*Except where otherwise stated the figures are in thousands of rupees.*]

A statement of revenue and expenditure in Ganjam was supplied to the Government of Bihar and Orissa with letter no 2589-A-2, dated the 18th October 1926, from the Chief Secretary to the Government of Madras. It was originally prepared at Chatrapur by the Treasury Department at the request of the Government of India and supplied subsequently to the Bihar Government when one was asked for. Government of India do not seem to have specifically asked for figures relating to provincial revenues and expenditure and there was some misunderstanding as to what was required. Many points arising from the statement actually supplied required elucidation and I was deputed to examine the figures in consultation with the officers at Ganjam and Madras. I arrived at Chatrapur on the 18th March 1927 and collected facts and figures mainly from the Treasury accounts there and also from some of the local offices at Chatrapur and saw the District Forest Officer and Superintendent of Police in this connection. The Collector was out on tour and in his absence the Treasury Deputy Collector and his staff helped me with facts and figures. Some information had also to be gathered from the District Board's office. The Collector sent me some figures showing the heavy liabilities that Bihar would be undertaking in the agency tracts where revenue is practically nil.

2. The facts and figures collected at Chatrapur up to the 24th March 1927 were brought by me to Madras for verification and further elucidation. Here on arrival I saw the Chief Secretary, the Accountant-General, the Secretary and the Assistant Secretary to the Board of Revenue, the Secretary to the Collector of Salt Revenue, the Financial Secretary and his two Assistant Secretaries and also the Commissioner of Income-tax. The Accountant-General's office has verified as far as possible the facts and figures already collected and collected other figures and information where necessary.

3. The following notes discuss the facts and figures relating to each head of account. The figures relating to Central heads of accounts originally supplied were not necessary as they do not affect provincial revenues and expenditure. The income-tax figure shows the collections of the tax and is not what is required for present purposes as the local Government's share depends under the Devolution Rules, on the difference between the standard assessed income of 1920-21 and the assessed income of later years. The figure under IV—Opium relates to cost price of opium which goes to the Central Government. The figure under XXXIII relates to subscriptions to the Indian Civil Service Family Pension Fund which does not affect provincial revenues. The two other petty items under Currency and Miscellaneous may also be neglected.

4. We are then concerned with the heads shown under "Provincial." The figures there

are based on treasury actuals for 3 years ending 1926-26 under each head. Statements have been prepared showing actuals under each head for the 3 years separately (*vide* Appendices I and II). Attempt has been made to arrive at a figure under each head which may be considered as normal having regard to progress of actuals and with reference to the facts gleaned in the course of the enquiry. The standard figure thus arrived at and shown in column 7 of Appendices I and II represents revenue or expenditure, as the case may be, under each head for the Ganjam district as a whole. To make an accurate estimate of expenditure of the excluded areas of Chicacole, Sompeta, Tekkali and Parlakimedi is difficult. It has not been possible to work out the cost of establishment in these areas on the basis of the sanctioned scales. In the circumstances the sub-treasury actuals have been assumed to represent receipts and expenditure of each excluded Taluk subject to such corrections as have been found necessary in respect of forest and Public Works receipts and expenditure which are recorded in the treasury accounts under "Cash Remittances". From the totals of standard receipts and expenditure of the district the treasury actuals for the excluded areas have been deducted and a rough idea obtained of the probable receipts and expenditure of the taluks likely to be transferred.

5. It may be noted at once that the figures under "Cash Remittance" both on the receipt and expenditure side of the statement received from Madras are misleading. These include Imperial Bank and Salt Remittances which do not affect Provincial revenues and expenditure. The only portion of the figures shown under "Cash Remittances" with [illegible] provincial revenues are concerned, is relating to Forest and Public Works which appears at first there in the treasury accounts and is ultimately transferred to the proper revenue or expenditure head at head-quarters. On the advice of the Accountant-General, Madras, I have omitted them altogether from consideration for present purposes.

II—Taxes on Income.

6. The statement originally supplied does not give the Provincial share of the tax allotted to Ganjam.

From the office of the Commissioner of income-tax the following figures were collected:—

	lakhs.
1. Assessed income for 1920-21 in Ganjam (approximate).	37
2. Assessed income for 1924-25 in Ganjam (approximate).	34½
3. Assessed income for 1925-26 in Ganjam (approximate).	43

The assignment at three pies on the excess over 37 lakhs under Devolution Rule should be 9 in 1925-26. There could not have been any assignment for Ganjam in the preceding year as the assessed income for that year was less than 37 lakhs. Roughly 9 may for present purposes be taken as the standard for the district as a whole.

V—Land Revenue.

7. (1.) It will be seen from the extract from the calendar of Land Revenue Settlement corrected up to 30th June 1925 that the Settlement now current will not be due for revision in any

taluk before 1939 and in many taluks not till 1943. "Demand prior to introduction of Settlement", is shown in the extract from the Board's report on Survey and Settlement and Land Records operations for 1924-25 as 6,66 whereas demand of Fasli 1333 (*i.e.*, 1923-24) was 11,36. The recent decision of Government based on a resolution passed by the Legislative Council to limit the maximum enhancement of assessments at resettlement to 18¾ per cent. is likely to retard the growth of revenue under this head.

(2) The following information was collected from the Assistant Secretary to the Board of Revenue about the land revenue system.

"The jama proper of raiyatwari lands is the sum total of assessment of all occupied lands, *i.e.*, lands included in the holding of raiyats. This is practically fixed for the years for which the settlement is current.

"Wet land has a single crop on which a consolidated land revenue and water rates are collected. This is called consolidated wet assessment. The occupiers of these wet lands are entitled to take water from the Government source of irrigation under which they are registered.

"Dry lands are not entitled to water from any Government source But when water is available the holders of such lands apply beforehand for water and can irrigate the lands with permission of the authorities. When thus permitted the raiyats pay single water rates in addition to and apart from the dry land assessment. This is not a consolidated rate. If water is used without permission penal water rates are [illegible]. The holder of dry land systematically irrigated can apply to the collector to transfer his dry land into wet land, *i.e.*, he can have a consolidated land revenue and water rates and by paying the higher consolidated rate he becomes entitled to water without any further permission".

(3) Besides the elements of variation given in clause (2) above, Sevai Jama which arises from cultivation of unoccupied Government lands and is included under the head "Miscellaneous Land Revenue receipts" is variable. Another item that is variable is water rates both on wet lands for single crop and dry land irrigated. It depends on the seasons.

(4) In an adverse season when for reason beyond his control the raiyat does not get water and is unable to raise any crop on his wet land Government grant him remission of assessment. In ordinary years the remission amounts to 10 in Ganjam but in the year 1919 when there was the last severe famine in the district remission amounted to 1,32, *i.e.*, the *net extra* remission came up to 1,22.

(5) As stated in paragraphs 72 and 73 of the budget memorandum for 1927-28 the portion of land revenue due to irrigation is shown in full under V—Land Revenue. But "direct receipts" collected by the Irrigation Department which comprise rent of buildings, navigation fees and receipts accruing from the sale of water for purposes other than irrigation, such as water supplied to towns and mills and from the sale of the produce of canal-banks and plantations, are shown under 'XIII—Irrigation net, *i.e.*, subject to deduction of working expenses.

(6) Cess levied in zemindari and inam lands and raiyatwari cess appear to be collected with land revenue.

(7) It seems clear from what is stated in clauses (1) to (3) above that there is hardly any possibility of expansion under this head till the year 1940 while there is the risk of large remission of revenue in the event of famine, to which the district as a whole is said in paragraph 15 of the Statistical Atlas to be liable, the more serious of them occurring in 1865-66, 1888-89, 1896-97, 1908-09 and 1919.

(*a*) Looking into the average figure supplied, it appears that the average for three years was incorrectly taken at 23,72. There was a mistake in taking the collection for April 1923 to June 1923 at 19,87 whereas it should have been between 3½ lakhs to 3¾ lakhs having regard to total collections of any year. The calculations are given below :—

1	2 Original.	3 Revised calculations.
April 1923 to June 1923	19,87	3,67
July 1923 to June 1924 (Fasli 1333) ..	22,70	22,70
July 1924 to June 1925 (Fasli 1334) ..	25,05	25,05
July 1925 to March 1926	21,49	21,49
	89,11	72,91
Deduct—Cess levied in zemindari and inam lands for three years ending March 1926.	—12,94	—12,94
Deduct—Raiyatwari cesses for three years ending March 1926.	—5,00	—5,00
	71,17	54,97
Average for three years ending March 1926.	23,72	18,32

(*b*) Let us now see how the average 18,32 compares with the collections for the fasli year 1333 and 1334 as shown in demand, collections and balance statements at Chatrapur :—

1	2 Fasli 1333.	3 Fasli 1334.
Peshkush	4,27	4,46
Shrotrium jodi	49	49
Raiyatwari and Miscellaneous	11,46 (13,12—⅓ of 500 cess for 3 years, *i.e.*, 13,12—1,66 =11,46)	12,70 (14,36—⅓ of 500 cess, *i.e.*, 14,36—1,66=12,70)
Other items ..	11	10
Proprietary estate village service fund.	69	68
Total ..	17,02	18,43

The above seems to support the average of 18,32 worked out in sub-clause (*a*) above.

(*c*) The following details, collected from the district budget estimate of Land Revenue for 1927-28 as submitted by the Collector of Ganjam to the Board of Revenue, also seem to support the figure 18,32.

1		2 Budget, 1927-28.	3 Revised, 1926-27.	4 Sanctioned 1926-27.	5 Actuals, 1925-26.
Ordinary Revenue	Permanently settled revenue (Peshkush)	4,08	4,16	4,30	4,45
	Shrotrium jodi	48	49	50	50
	Raiyatwari and miscellaneous ..	12,51	12,70	13,11	13,30
	Proprietary estate village service ..	70	67	69	67
	Land cess collected on behalf of local boards.	4,86	5,27	5,20	4,13
	Deduct—Advances to local boards	—4,89	—5,20	—5,20	—7,46
	Total Revenue (ordinary) ..	17,74	18,09	18,60	15,59
	Sale proceeds of waste lands and redemption of land tax.	13	13	13	13
	Miscellaneous	19	19	19	19
	Total ..	18,06	18,41	18,92	15,91

(*d*) The Accountant-General's office has independently worked out the average at 18,13 which is very near 18,32 worked out in sub-clause (*a*) above. I would therefore take 18,32 as the standard figure under V—Land Revenue for the whole district including Chicacole and other excluded areas.

VI—Excise.

8. The figures are given below:—

1	2 1923-24.	3 1924-25.	4 1925-26.
Treasury figures ..	12,17	11,51	12,73
Figures from the Administration Reports (Collections).	12,25	11,52	11,01
Demand	..	11,61	11,13

The Treasury figure (12,73) for 1925-26 appears to include 1,57 for cost price of opium, which goes to the Central Government. Neglecting this, the collections for 1925-26 come to 11,16 and are very near the demand for that year (11,13) and the corrected treasury figure compiled for the Administration Report. The Excise revenue in Ganjam seems to be going down by about half a lakh a year, and it would not perhaps be safe to take the standard at more than 11,25.

Under the new method of accounting, the cost price of opium, which goes to "Central", has to appear both on the receipt and the expenditure side. It seems simplest to ignore this on both sides of the account, and this has been done in suggesting 11,25 as the standard.

6—Excise.

9. (1) There are four gazetted officers of the Excise Department in Ganjam, *viz.*, one Inspector of Excise in Berhampore, another at Chicacole, one at Gumsur Udaigiri, and another at the Aska distillery. The staff seems to be partly under the Collector and partly under the Excise Department.

(2) There was a combined Salt and Excise Staff up to 1923-24, and the cost was shared on the proportion of $\frac{2}{3}$ to Excise and $\frac{1}{3}$ to Salt. The adjustment was made at headquarters. Therefore there are no actuals in the Treasury for 1923-24. The average worked out by the Treasury (50) does not represent the actual position. Treasury actuals in 1926-27 are as follows:—

		Rs.
April	1926	6,287
May	,, ...	7,858
June	,, ...	6,681
July	,, ...	6,478
August	,, ...	7,119
September	,, ...	6,500
October	,, ...	7,050
November	,, ...	6,139
December	,, ...	6,597
January	1927	6,856
February	,, ...	6,881
March 1927 (Estimate)	.. ..	8,000
		82,446 say 82 a year.

The standard may be taken at 82, excluding cost price of opium payable to the Central Government which has not been taken into account in the figure for revenue either.

VII—Stamps.

10. The actuals are:—

1	2 1923-24.	3 1924-25.	4 1925-26.
Collector's figures ..	5,18	5,86	5,64
Accountant-General's figures.	5,18	4,86	5,64

It will be seen that the Accountant-General's figure for 1924-25 differs by just a lakh from that of the Collector. Whichever figure is correct, there is perhaps no reason to expect less than 5,50 in the future. This does not apparently include anything on account of unified stamps, for which the presidency as a whole gets an assignment of 8,34 from the Central Government. There are 24 districts in the presidency and $\frac{1}{24}$th of 8,34 gives roughly 35 per district. Taking the collections and the assignment together we get 5,50+35=5,85 which has been proposed for the standard.

7—Stamps.

11. The average worked out (12) represents practically only the charges for sale of stamps. Cost of stamps and plain paper supplied from Central Stores, etc., amounted to 25 for the presidency as a whole in 1925-26. It has been taken at 84 in the Revised of 1926-27. Roughly $\frac{1}{24}$th of this would be 3 for Ganjam. The standard may then be taken at 12+3=15.

VIII and 8—Forests.

12 (1) The following information was collected at Chatrapur.

(*a*) The Superior officers of the Department in Ganjam are—

1 District Officer (Indian Forest Service) at Chatrapur.

1 Assistant Conservator (Indian Forest Service) at Russellkonda.

1 Extra Assistant Conservator (Provincial Forest Service) at Berhampore.

1 Special Forest Officer of the Provincial Service at Parlakimedi. (He is independent of the District Forest Officer of Ganjam and he may be placed in charge of the Berhampore range in addition to Parlakimedi Malias from 1st April 1927.)

(*b*) Most of the reserved forest is in the north, in the Gumsur and Aska taluks. There are scattered forests in the south in the Parlakimedi taluk and Ramagiri—Udaigiri taluk and scrub jungle in the Berhampore taluk. Proposals are under consideration for reserving forests in the Balliaguda Agency. No estimate has been framed yet.

(2) (*a*) The figures collected at Chatrapur related only to the District Forest Officer's charge. Though most of the revenue arises and expenditure is incurred in his charge, his figures are not exhaustive. The Accountant-General's figures for the district as a whole are as follows:—

—	1924-25.	1925-26.	1926-27 up to Feb. 1927.
Revenue	2,08	1,48	1,58
Expenditure ..	1,75	1,56	1,72

The high revenue figure for 1924-25 is abnormal inasmuch as the Forest Department got credit in that year for the sale in the previous year of timber to the commercial undertaking (saw mill) at Russellkonda. Figures of the year 1926-27, though incomplete, seem to suggest, and the fact that new forest areas in the Balliguda Agency may be reserved also points to the possible growth of forest revenue in the future. Forest revenue in the month of March in the two years ending 1925-26, was about 20. Adding this to 1,58, realized up to February 1927, we get 1,78.

Taking into consideration the interest charges capital outlay, the Russellkonda saw mill has been working at a loss during the last three years. The contract with Messrs. Parry and

Company, for the working of the mill will expire on 31st March 1927, and it remains yet to be decided whether the contract will be renewed. Nothing need in the circumstances be allowed for profit of the saw mill which, if any, would be credited to revenue. There are some indirect charges which are recovered from the commercial undertakings and credited to forest revenue. The amount for the Russellkonda saw mill must be negligible, having regard to the fact that the recoveries for the Presidency as a whole were 3 only in 1925-26.

It will perhaps suffice to take the revenue at 1,78 for present purposes.

(*b*) It has not been possible to get separate figures of expenditure under 8 and 8A Forests. Expenditure up to February 1927 was 1,72. Expenditure in March of the past two years was 20 and 27. The expenditure of the current year may come up to 1,72+27=1,99, say 2,00.

Apart from this some allowance should be made for the loss on the working of the Russellkonda saw mill. The position of this commercial undertaking appears to have been as follows:—

1923-24.—Loss of Rs. 36,082 after taking into account interest charge of Rs. 23,467, which according to paragraph 47 of Budget Memorandum for 1927-28, is debitable to the internal account of the concern.

1924-25.—Profit Rs. 1,894. But if interest on capital which works out approximately to Rs. 22,291 is taken into account, a loss of Rs. 20,397.

1925-26.—Loss of Rs. 894. But if interest of Rs. 27,128 is taken into account, the loss would amount to Rs. 28,022.

The average loss of the last 3 years comes to 28. The standard of expenditure on Forest may accordingly be taken at 2,00+28=2,28, say 2,30.

IX—and 9—Registration.

13. The figures do not seem to call for remarks. The average figures may be adopted, *viz.*,

Revenue 87.

Expenditure 58.

XIII—Irrigation and 14—Interest on Irrigation.

14. (1) There are three irrigation systems in Ganjam of which the most important (the Rushikulya system) is in the north. It irrigates the Gumsur, Aska, Berhampore and Chatrapur taluks. The second, known as Ganjam minor river system, consists of two rivers—the Langulya and the Vansadhar in the Chicacole taluk. The third is in Government taluks and seems to be of no very great importance. The systems are described in paragraph 14 of the Statistical Atlas of Ganjam, 1923. For all the three capital accounts are kept.

(*a*) RUSHIKULYA SYSTEM.

As stated under V—Land Revenue, the water rates appear under V—Land Revenue, and the head XIII—Irrigation gets only direct receipts collected by the Public Works Department for various purposes. These direct receipts are negligible, being between 3 to 4 a year, and

working expenses were 53, 90 and 67 in the 3 years ending 1925-26. The figures given by the Works Audit branch of the Accountant-General's office are as follows:—

1	2 1923-24.	3 1924-25.	4 1925-26.
Direct receipts ..	4	3	3
Less—Working expenses	53	90*	67
	— 49	—87	—64
Interest charges debitable to 14—interest, on outstanding loans (balance on 31st March 1926 being 47,73).	1,58	1,69	1,60

* (Includes heavy expenditure on repairs on account of cyclone damages).

The above does not apparently include establishment and tools and plant charges of the Department, for which 30 and 2 were debited in the Revenue account of 1925-26.* The Accountant-General, Madras, said that there was no whole-time establishment for Irrigation work in the Ganjam district and these charges may be called *pro rata* charges for the irrigation establishment in the district. As the Executive Engineer and his staff have been allowed for under 41-Civil Works, these *pro rata* charges may be neglected.

(*b*) GANJAM MINOR RIVER SYSTEM IN CHICACOLE TALUK.

The following figures were supplied by the Works Audit Branch of the Accountant-General's office:—

1	2 1923-24.	3 1924-25.	4 1925-26.
Direct receipts ..	Rs. 112 say nil.	Rs. 3 say nil.	Rs. 9 say nil.
Less-Working expenses	27	1,12*	29
	—27	—1,12	—29
Interest charges on the borrowed funds debitable to 14—Interest (The outstanding balance of loans being 12).	—	..	1

* Heavy expenditure due to repairs on account of cyclone.

The above does not include establishment and "tools and plant" charges for which 14 and 1 respectively were debited in the Revenue account in 1925-26. For the reasons given above, under (*a*) Rushikulya system, these charges may be neglected as being *pro rata* charges.

(*c*) GANJAM GOPALPUR CANAL SYSTEM.

The direct receipts and working expenses were less than 1 in the past 3 years and may be neglected. Interest charge debitable to "14—Interest" is nil as no loans appear to be outstanding for capital outlay on this project.

(2) It would seem about 30+82=1,12 was spent in 1924-25 on account of cyclone damage

repairs. These are abnormal charges and may be left out of account for present purposes. Apart from interest charges, the average loss on these systems may perhaps be roughly taken at 90, *viz.*, 60 under Rushikulya and 30 under Ganjam minor river systems.

(3) For interest charges debitable to 14—Interest we may adopt 1,60+1=1,61.

XIV—Irrigation.

15. The irrigation revenue arising from minor works under both the Revenue and the Public Works Departments is booked under V—Land Revenue. Other receipts such as contribution from raiyats for particular work or miscellaneous receipts by the Public Works Department are booked under XIV. The amount under XIV realized by the Public Works Department was practically nil during the last 3 years. The only receipts under XIV were realized by the Civil Department for which the average of 2 seems sufficient for a standard figure.

XVI—Interest.

16. The total amount outstanding on account of Class I loans on 1st April 1926 was 3,00 and on account of Class IV loans was 1,09. Besides a loan of 90 was given in 1926-27 to the Ganjam District Board in 1926-27. Roughly 5,00 may be taken as advances on which interest would be received by the local Government. Rate of interest is not the same for all loans. At 6¼ per cent. the interest on 5,00 would amount to 31. But class IV loans would ordinarily bear lower rate of interest in Bihar. The average of 26 may be accepted as the standard.

15—Minor Irrigation Expenditure.

17. This expenditure is apparently incurred both by the Civil and the Public Works Departments.

CIVIL.

From the detailed statement of expenditure on minor works in Ganjam during 1925-26 the following details have been gathered:—

Works expenditure in	Berhampore Taluk	—	25
,, ,,	,, Aska	,, —	6
,, ,,	,, Gumsur	,, —	9
,, ,,	,, Chatrapur	,, —	11
		Total —	51
,, ,,	,, Parlakimedi	,, —	..•
,, ,,	,, Chicacole	,, —	12
			63
The establishment charges come to about 1 a month, say 12 a year.			12
		Say	75 a year.

The actuals examined for 1926-27 up to February 1927 seem to give the same result. They were 61 up to February 1927. The March expenditure on works of the preceding year (1925-26) was heavy (31), while similar expenditure in 1926-27 was more evenly distributed. I would take 14 only for March 1927, and thus get a total of 61+14=75 in respect of minor works in the Civil Department. The Board's Report on expenditure incurred during

1924-25 on the up-keep of Minor Irrigation Works also supports the figure of 75, allotment being shown as 77 and expenditure as 75, for Ganjam.

PUBLIC WORKS DEPARTMENT.

The following figures relating to Public Works Department Minor Irrigation works were supplied by the Accountant-General's Superintendent of Works Audit.

1923-24 ..	46
1924-25	41
1925-26	42
	1,29
Average	43

Taking Civil and Public Works Expenditure together we get a total of 75+43=1,18 for a standard.

5—Land Revenue.

18. The average expenditure of three years ending 1925-26 as worked out in the Collector's office is vitiated by the fact that there has been a change of classification and certain staff (*e.g.*, village establishment formerly charged to "5—Land Revenue in 1923-24" is now paid for from. "22—General Administration." But the two heads taken together should give a reliable result.)

2. There are apparently no gazetted officers in Ganjam whose pay is debited to 5—Land Revenue. The 5—Land Revenue Budget for 1927-28 as proposed by the Collector gives the following figures:—

1	2	3	4
—	Actuals, 1925-26.	Revised, 1926-27.	Budget, 1927-28.
Taluk Establishment permanent.*	33	35	35
Taluk Establishment temporary.	—	1	1
Allowances ..	16	16	16
Contingencies ..	1	2	2
Total ..	50	54	54

		Rs.
*17 Revenue Inspectors on	..	60—80
31 Ditto ..	..	35—60
1 Tahsildar on ..	..	200—300
1 Deputy Surveyor ..	..	35—80
1 Draftsman	..	35—60
2 Peons	..	12—18

and also clerical staff.

Details given in the Treasury accounts for 1926-27 suggest that monthly expenditure is about—

	Rs.	
Establishment ..	2,700	a month.
Travelling Allowances and other Allowances.	1,300	"
Contingencies ..	100	"
Total ..	4,100 say 49 or 50 a year.	

In view of the fact that Budget of 1927-28 stands at 54 we may take the same figure for our standard.

22—General Administration.

19. (1) The gazetted officers paid from this head are seven in all. Their charges are included in the average, *viz.*,

	Rs.	
(1) Collector	2,500	*plus* Overseas pay £30 Tentage Rs. 50.
(2) Sub-Collector at Berhampore.	500	
(3) Sub-Collector at Chicacole	1,000	Tentage Rs. 35.
(4) Treasury Deputy Collector at Chatrapur.	500	
(5) Assistant Agent, Balliguda	500	
(6) Revenue Divisional Officer at Gumsur.	380	
(7) Revenue Divisional Officer at Chatrapur.	300	

(2) Details collected mainly from the Treasury Account for December 1926 for the Collector's charges are :—

(*a*) Collectors and Magistrates including Establishment and contingencies monthly—Rs. 5,529.

This does not include Rs. 1,400 drawn by the Collector in Madras and £30 as sterling overseas pay in England. Adding Rs. 1,850, we get monthly expenditure at Rs. 7,379 say 89 a year.

(*b*) Treasury Establishment.—Monthly cost is about Rs. 2,500. Annual expenditure say 30.

(*c*) Subdivisional Establishment.—There are two Indian Civil Service officers (one at Berhampore and another at Chicacole). There are three other gazetted officers, *viz.*, one at Chatrapur, one at Gumsur (Russellkonda) in charge of Gumsur Division, and one at Russellkonda in charge of Balliguda Division. One of the Indian Civil Service officers gets overseas pay in rupees.

Two Indian Civil Service Officers and their travelling allowance cost 2 a month, *i.e.*	24	a year.
Three Sub-Assistant and Deputy Collector's pay cost Rs. 1,200 a month, *i.e.*	15	,,
Establishments' pay cost Rs. 2,400 a month.	29	,,
Travelling allowance and contingencies cost Rs. 3,000 a month.	36	,,
	1,04	a year against 1,03 actuals for 1925-26 as given by the Board's Office.

(*d*) Taluk Establishment.—This head includes pay of Tahsildars and Deputy Tahsildars employed in Government taluks. Their pay costs Rs. 11,500 a month and other charges about Rs. 5,500 a month, *i.e.*, 16 a month or 1,92 a year.

(*e*) Village Establishment.—

(*i*) Raiyatwari village service.—This head includes Karnams and

Assistant Karnams, who are village accountants. Their cost is about Rs. 6,000 a month, *i.e.*, 72 a year against 79 being the actuals for 1925-26 as shown in the Board's office.

Raiyatwari village service also includes "Allowances to district and village officers", *i.e.*, pay of village Munsifs (headmen), their assistants and their servants. This costs about 11 a month, *i.e.*, 1,32 a year, against 1,46 shown as actuals for 1925-26 by the Board's office.

(*ii*) Proprietary village service.— This head includes same classes of officers as in raiyatwari areas. Their establishment seems to cost 20 a month or 240 a year against 2,46, being the actuals for 1925 as shown in the Board's office.

(*f*) Process serving establishment costs as per budget submitted to the Board, 9 a year.

(*g*) Works expenditure.—Actuals of 1925-26 for works expenditure as shown in the budget of 1927-28 submitted to the Board came to half a lakh. But the actuals of 1926-27 up to February 1927 amount to 57*. Adding to this 12 for works expenditure in March 1926, we get 57+12=69 against 68 taken as the Revised Estimate in the Board's office. Perhaps 75 a year would be a fairly safe figure to take under this head.

*New works ..	10
Repairs ..	47
	57

(3) There is a local audit establishment which costs Rs. 500 to Rs. 700 a month, say — 7 a year

The travelling allowance of the members of the Legislative Council drawn in Ganjam cost Rs. 300 to Rs. 400 a month in 1926-27, say — 4 a year

11 a year.

(4) Total estimate for the head would then be—

Clause (2)	(*a*)	89	a year.
	(*b*)	30	,,
	(*c*)	1,04	,,
	(*d*)	1,92	,,
	(*e*) (*i*)	79	,,
		1,46	,,
	(*e*) (*ii*)	2,46	,,
	(*f*)	9	,,
	(*g*)	75	,,
Clause (3)		11	,,
		9,81	a year.

(5) Taking the heads 5—Land Revenue and 22—General Administration together the estimate works up to—

Land Revenue	..	..	.. 54
General Administration		..	.. 9,81
			10,35

The average worked out in the Collector's office is only 1,24+8,40=9,64. We may adopt 10,35 taking 9,81 for 22—General Administration.

XVII—Administration of Justice.

20. The actuals are fairly constant and call for no remarks. We may accept the average of 33 as standard.

24—Administration of Justice.

21. Under the head Criminal Courts there are 4 stationary Sub-Magistrates, 8 clerks, and 12 peons and also one bench clerk and one peon at Berhampore. Excluding "Diet and road money" charges, which are treated as non-voted and for which no estimates are prepared in the district office, expenditure was 18 in 1925-26, 1926-27 and also in 1927-28 (Budget).

"Diet" and road money does not seem to exceed Rs. 2,000 a year. So the total cost of Criminal Courts would be 18+2=20 a year.

2. The gazetted staff employed is 1 Judge, 1 Subordinate Judge and 4 Munsifs at Aska, Sompeta and Berhampore.

3. Total charges under "24—Administration of Justice" including Criminal and Civil and Sessions Courts up to February 1927 in 1926-27 amounted to 1,73. March expenditure for the last 3 years was 18. Total estimate would then be 1,73+18=1,91. This is very near the actuals of 1924-25 and 1925-26. The average is however 2,00, and we may adopt 2,00 as standard.

XVIII—Jails.

22. The figures supplied by the district office do not call for remarks. The average of 6 may be adopted for the standard.

25—Jails and Convict Settlements.

23. (1) The District jail at Berhampore and the special jail at Russellkonda are under the Jail Department and all other sub-jails are under the District Magistrate.

(2) The actual expenditure for Berhampore and Russellkonda jails according to the Treasury accounts for 1925-26 and 1926-27 was about 25+7=32 a year.

(3) Jail manufactures and charges for police custody amounted to 4+1=5 in 1925-26.

(4) There are sub-jails under the Magistrate's control at the following places:—

Chatrapur, Chicacole, Narasannapeta, Aska, Tekkali, Sompeta, Parlakimedi, Ichapur, Kondala, Surada, Ramagiri, Gumsur, Udaigiri and Balliaguda.

Generally one warder is the only establishment in each sub-jail and their cost is Rs. 2,300 a year. Budget provision for 1926-27 for

"Contingencies" of the sub-jails under the District Magistrate was Rs. 10,820. Roughly then, establishment and contingent charges of the sub-jails under the District Magistrate would be Rs. 2,300 *plus* 10,820=say 13 a year.

(5) Total estimate under "25-Jails" may then be taken at 32+5+13=50 a year. This is the same as the average of the last 3 years and may be adopted as the standard.

XIX—Police.

24. The actuals are fairly constant and agree with those given by the Accountant-General's Office. The average of 12 may be accepted as normal.

The question, however, arises whether Bihar will not be expected to take over the Bengal-Nagpur Railway Police in Ganjam and whether they should not appropriate a portion of the contribution made by the railway towards the cost. The amount of contribution received annually by the Madras Government is Rs. 4,652 and half of it say 2 may for present purposes be taken as the share that will go to Bihar. The standard should then be 12+2=14.

26—Police.

25. (1) There are apparently one Superintendent of Police at Chatrapur, one Assistant Superintendent at Russellkonda, and one Deputy Superintendent at Parlakimedi. The Treasury accounts for 1926-27 under District Executive Force show monthly expenditure to be about 41 and the figures obtained from the office of the Superintendent of Police go to support the same figure for monthly expenditure. The details are:—

1	2	3
—	Treasury Account.	Police office figure.
Pay of officers	2	2
Pay of police force	27	27
Office establishment	1	1
Allowances	8	7·5
Contingencies	3	3
Total ..	41	40·5
	Say, 4,92	a year.

(2) There are the Talayaris (village police), about 2,100 in number, drawing salaries below Rs. 10 per mensem. They are under the control of the Revenue Department. Their monthly expenditure is about 14 according to the treasury account of 1926-27. Annual expenditure on account of village police would then come to 1,68.

(3) Total of these charges then comes to 4,92 *plus* 1.68=6,60. Probably there are other items of expenditure which have not been taken into account in the two classes above. The two preceding years' actuals were in all 6,89 and 6,76. We need not take less than 6,75 for purposes of standard.

(4) The Superintendent of Police said that there was likely to be no important new expenditure in the district, either on revision of pay or increase of staff. There is a building programme of 1,50, but the expenditure is to be spread over many years.

(5) Bihar will probably have to take over the Bengal-Nagpur Railway Police within Ganjam. According to the budget of 1927-28, the cost of this police is 39 a year. If half the cost falls on Bihar, the charge will be about 20 a year The standard should then be 6,75+20 =6,95.

(6) I have not taken into account the East coast special police charges which according to the budget of 1927-28 stand at 1,32 for the whole presidency. The force is meant to provide protection for the Agencies and the Northern part of the presidency. There is apparently one armed force in Russellkonda and it is not certain whether Bihar Government will think it necessary to maintain the East coast police in Ganjam.

XXI—*Education.*

26. There was apparently some abnormal receipt under this head in 1923-24 when the actuals went up to 7. In subsequent years they have stood at 1 and 1 may be adopted as the standard.

31—*Education.*

27. (1) The Treasury accounts for 1926-27, show :—

(*a*) The only secondary schools maintained by Government are for girls and cost Rs. 400 to Rs. 500 a month or say 5 a year. There is however a private Kalikota Intermediate College and also a private High School teaching up to S. L. C. Examination at Berhampore.

(*b*) Primary schools for boys in the Agency tracts are maintained by Government at a monthly cost of 7 to 8. Say 90 a year.

(*c*) The training schools and classes maintained in the Agency tracts by Government cost Rs. 1,500 a month or 18 a year.

(*d*) The training schools for masters in the plains maintained by Government cost Rs. 5,500 a month or 66 a year.

(*e*) The Inspecting staff costs—

(*i*) In the Agency .. —	.. 1,300	a month
(*ii*) In the plains, men's branch	.. 5,000	,,
(*iii*) In the plains, women's branch	.. 300	,,
Total ..	.. 6,600	,,
	Say 78 a year.	

(*f*) Scholarships cost Rs. 300 to Rs. 400 a month or say 5 a year. Total estimate of expenditure, excluding grants-in-aid, thus comes to 2,62 a year.

(2) The greater part of the expenditure is incurred in the shape of grants-in-aid which were as follows in 1925-26 :—

For secondary education ..	4,14
For primary education ..	4,02
For special	2
Total	5,18 a year.

This gives a total of 2,62+5,18=7,80 a year.

(3) But it is doubtful whether the standard should be taken at 7,80. Considering later actuals we find that 11 months' expenditure in 1926-27 under all heads of Education amounted to 7,13. March expenditure in last 3 years was :—

1923-24	1,07
1924-25	1,29
1925-26	1,33

Expenditure in the current year will perhaps amount to 7,13 *plus* 1,33=8,46.

(4) The Collector's office told me that new schemes of secondary and vocational education in the Agency areas will cost 10 each recurring. There will be total non-recurring expenditure of another 10. Taking only the recurring portion (20) and 8,46 already arrived at in clause (3) the standard may be taken at 8,66.

(5) It may be necessary to bring Ganjam into line with other Bihar districts by giving it a Government Zilla school. Also Ganjam students may find Patna too far and may want to take advantage of the educational facilities provided in Madras Colleges at least for some time. This may necessitate payment of contribution to the Madras Government.

XXII—*Medical.*

28. The Accountant-General's actuals slightly differ from those given by the Treasury and are 2 for each of the three years. We may take 2 as the standard.

Presumably sale of quinine in the malaria-stricken parts of the district might raise the receipts here. But as we realize perhaps only the cost price and hardly any profit is made, nothing need be allowed for it, either on the receipt or the expenditure side.

32—*Medical.*

29. (1) The staff of gazetted officers employed consists of 1 District Medical Officer and 5 Assistants to the District Medical Officer at Berhampore, Chatrapur, Russellkonda, Parlakimedi and Chicacole.

(2) Monthly expenditure is about 8, apart from grants to local bodies, and its distribution is as follows :—

District Medical Establishment ..	3
Hospitals and dispensaries	3
Government Medical officers lent to local bodies.	2
Total	8
	Say, 96 a year.

(3) The following grants to local bodies appear to have been sanctioned in 1926-27 up to February 1927 :—

June 1926	4
August 1926	1
November 1926	2
December 1926	1
Total	8

(4) We thus get a total of 96 *plus* 8=1,04, a year. But new dispensaries in the Agency tracts are now being opened at the rate of two a year. Two have been opened this year and eight remain to be opened. Total recurring cost of these dispensaries would be 30 a year. Ultimate total estimate then comes to 1,04+30=1,34 which may be taken as standard.

XXIII—*Public Health.*

30. The Accountant-General's actuals differ slightly from the Treasury figures and give an average of 1 which may be taken as standard.

33—*Public Health.*

31. Agency Public Health establishment is under the control of the District Medical Officer. There is only one gazetted officer in the department called District Health Officer (paid by Government). He is in charge of the plains portion of the district and presumably works independently of the District Medical Officer.

The monthly expenditure according to the Treasury account of 1926-27 is between Rs. 2,500 and Rs. 3,000, of which 1 may be taken for the Agency and 2 for the plains. This gives 36 a year. But in view of the increase in the actuals (42) of 1925-26, 42 may be adopted as standard.

XXIV—*Agriculture.*

32. The Accountant-General's actuals are slightly different from those given by the Treasury and accepting the Accountant-General's actuals we may take 1 as standard against the average of 3 worked out by the Treasury.

34—*Agriculture.*

33. There is only one gazetted officer of the department in the district, *viz.*, the Assistant Registrar, Co-operative Societies. There are 2 agricultural demonstrators, who work under the Assistant Director of Agriculture, located outside the district at Vizagapatam. Also there are 7 Veterinary Assistant Surgeons in the district, 3 being attached to hospitals and 4 being touring veterinary assistants. Average of 37 worked out by the Treasury has been verified in the Accountant-General's office and may be accepted for the standard.

XXV and 35—*Industries.*

34. **Receipts.**—Average figure (7) verified in the Accountant-General's office may be accepted as standard.

Expenditure.—In view of the steady growth of expenditure, the latest actuals of 1925-26 which amounted to 10 may be taken as the standard.

XXVI and 37—*Miscellaneous Departments.*

35. The average figures under both receipts and expenditure may be taken as standard.

XXX—*Civil Works.*

36. **Receipts.**—The actuals on which average (13) has been struck represent mainly rent of buildings recovered by Civil officers. Besides

these, the Public Works Department realised about 6 in the last three years giving an average of 2 a year. The standard may then be taken at 13 *plus* 2 = 15.

41—*Civil Works...*

37. **Expenditure.**—The average is based on expenditure incurred by the civil officers only. These fall under two heads (1) establishment and (2) Grants-in-aid to local bodies.

According to the Treasury accounts of 1925-26, the Establishment charges under (1) include :—

	Rs.
(*a*) Pay of one Executive Engineer, three Subdivisional officers, their staff, allowance and contingencies	6,500 a month
(*b*) One District Board Engineer, whose pay is met by Government	750 ,,
Total ..	7,250 Say 86 a year.

Under (2), Grants-in-aid to local bodies for roads and bridges amounted to 1,91 in 1925-26, including 30 for flood damage repairs.

For (1) and (2) we get 86 *plus* 191 = 2,77. But, as the actuals for the three years show that Civil expenditure was between 2,72 and 2,79, we need not leave out of account the 30 for special flood damage repairs. On this basis we then get 2,77 as more or less normal annual civil expenditure under this head.

(2) The actual civil works expenditure incurred by the Public Works Department as given by the Works Audit Department of the Accountant General's office practically all of which would be shown under "Cash remittances" in the Treasury accounts, was 82 in 1923-24, 77 in 1924-25 and 72 in 1925-26. Roughly we may take 75 as normal expenditure incurred by the Public Works Department under this head. The total of Civil and Public Works Department expenditure normally would then be 2,77 *plus* 75 =3,52.

(3) It is doubtful however whether 3,52 would be a safe figure to take as standard under this head with reference to past expenditure only. We have to look ahead and to allow something for the programme of work to be carried out in the near future.

(*a*) There is a five years' programme of work to be executed in the Agency tracts by the Public Works Department from 1927-28 to 1931-32 at a cost of 7,01 of which 1,78 may be required in 1927-28.

(*b*) Outside this five years' programme, it appears from a note recorded by the Collector for my information that Government have approved his Gumsur Udaigiri model village scheme, according to which Government propose to construct a model village for the official colony there, *viz.*, for Sub-Assistant Surgeons, Head-Master, Police Inspector and Constables, Forest Ranger, Health Inspector, Supervisor of Schools, Revenue Inspector, etc. This is estimated to cost 64 roughly, but may go up to 1,00.

(c) There are also the following projects :—

	Estimate.
(i) Taptapain Ghat Work	1,70
(ii) Godohoda Bridge	1,80
(iii) Khajadipoda Ghat work ..	2,00
(iv) Mohendrogodo Bridge	1,00
(v) 300 miles of roads to be metalled at a cost of at least	10,00
Total	16,50

(d) The Collector's own office building was greatly damaged by the cyclone of 1923. He now holds his office in his own residence. The Collectorate buildings are in a dilapidated condition with leaky tiled roofs and floors badly worn out in places and walls not very strong and cracked here and there. Land has been acquired near the Chatrapur railway station for new buildings, though the project does not seem to have made any progress. Presumably within a couple of years new buildings will have to be constructed at a cost of some 2 or 3 lakhs.

(e) Aska Taluk Office is to be rebuilt at a cost of 67, of which 20 has been put in the budget of 1927-28.

(f) The Police Department have a building programme of 1½ lakhs to be spread over 7 to 10 years.

(g) There are also the following projects for which Government may have to find funds, according to information gathered at Chatrapur.

(i) Bahuda bridge (estimate 2,83) necessitated by cyclone damages. The whole of it will, it is understood, have to be borne by Government.

(ii) Mahendra Tanaya Bridge (estimate 1,99). The district board and Government will presumably share the expenditure half and half. A loan of 90 appears to have been sanctioned already.

(iii) Mahanadi bridge. Estimate 2,79, of which half may be required from Government.

(iv) Guherigedda bridge is estimated at 31 and Rushikulya bridge at 8,40. These are under correspondence with Government. As they are on the Trunk road, it is not improbable that Government will be expected to meet the whole cost.

(v) Donorai bridge is estimated at 52, and Government may be asked to meet half the cost.

Roughly it may be taken that there is a possibility of Government having to find about forty-five lakhs extra for various Public Works Department projects in contemplation. It is difficult to suggest what should be allowed for in the standard figure for this kind of expenditure which will undoubtedly be spread over many years. For present purposes 2½ lakhs may be taken and the standard figure for the head raised from 3,52 to 6,00.

43—*Famine.*

37-A. Paragraphs 15-17 of the Statistical Atlas, 1923, of Ganjam give the history of famine in the district. The district as a whole is liable to famine and has been affected by it many times since 1792. The more serious of them is the one that occurred in 1919. The people are described there as law abiding, hard working and contented, and it is said "the Oriyas seem to prefer starvation to taking relief at kitchens or on relief works". In spite of this, expenditure on famine in 1919 amounted to 38,64 and remission of land revenue to the extent of 1,32 had to be granted. The latter figure was reported to me by the Board's office at Madras. The details of 38,64, which have been gathered from the Collector's report to the Board of Revenue, are given below :—

Salaries	78
Travelling allowance	22
Contingencies	2
Gratuitous relief in villages	14,24
Casual relief	7
Kitchen relief	6
Public Works Department relief works ..	23,25
Total ..	38,64

(2) The following items collected from different sources indicate the expenditure necessitated by the cyclone and flood of 1923-24 :—

(a) Government grant for damages to roads	35
(b) Irrigation working expenses in 1924-25, particularly in the Rushikulya and Ganjam minor river systems in Chicacole area rose by about a lakh on account of heavy repairs due to cyclone damages ..	1,00
(c) Actual famine expenditure recorded in 1923 and 1924-25 under 43—Famine Relief amounts to	24
(d) Bahuda bridge on the Trunk Road will require reconstruction on account of damages due to flood at a cost of ..	2,83 (estimate.)

(3) The closing balance of the famine insurance fund for the Presidency as a whole at the end of 1927-28 is estimated at 36,35. Madras have to pay 6,61 a year to the fund and should reach the limit at which contribution to the fund can be stopped in 1928-29. Presumably Bihar will get some share of it and the matter will require negotiation between the two Governments. Famine expenditure, should it unfortunately occur in the near future, could be met from the fund balance transferred to Bihar. Having regard to the heavy famine expenditure of 1919, it is doubtful whether the fund transferred to Bihar would be sufficient to meet a calamity of a serious nature. Meanwhile it seems unnecessary or rather impossible to suggest any provision for famine expenditure in the standard figure and we may leave out of account the 8 worked out as average of last 3 years.

XXXIII—*Superannuation.*

38. The Accountant-General's figures are slightly different from those given by the

Treasury and give an average of 8 which may be taken for a standard.

45—*Superannuation.*

39. An important question of principle arises here which will probably have to be settled between the two Governments. The position as regards these charges is now quite different from what it was in the pre-reforms days. In the pre-reforms days pension charges incurred in England would be a central charge and a pension drawn in any province would be a charge against the revenues of that province irrespective of the province where the retired officer may have served. This was all right when the provinces did not enjoy the same financial autonomy as now. Now a pension sanctioned before 1st April 1921 is a charge on the revenues of the province from which it used to be drawn and a pension sanctioned on or after 1st April 1921 is ordinarily shared by the provinces according to the length of service rendered in each. If and when Ganjam is taken over by Bihar, how will the pensions drawn in the district be dealt with? We have presumably no precedent of territorial redistribution which will exactly meet the case. The following considerations arise :—

(*a*) Pension is a kind of deferred pay, *i.e.*, it is a liability which, instead of being met along with ordinary pay as it becomes due, is postponed for liquidation at a later date.

(*b*) Taxes are levied generally perhaps to the extent necessary to meet present requirements.

(*c*) Can we infer from this that the liabilities of the Madras Government in respect of the pensions of their servants which have not been met from the taxes raised in Ganjam in the past should be liquidated by them in the future, *i.e.*, pension liabilities incurred up to the date of separation of Ganjam from Madras should remain with Madras? If this be the correct view, of which I am not sure, then the pensions earned by service in Bihar, after the transfer of Ganjam, should alone be a charge on Bihar revenues and pensions earned by service in Ganjam prior to its transfer should be a charge on Madras revenues.

(2) As already stated this question will require consideration by the two Governments. Meanwhile we may take for the standard a figure suggested by actuals. The Accountant-General's actuals are different from those of the Treasury and his average is 1,33 against 1,25 shown by the Treasury. We may take 1,33 as standard. The question whether we should have to take over the capital expenditure on commutation of pension financed from loan this year will arise. Here also I have assumed for present purposes that it will be taken over by Bihar.

XXXIV—*Stationery and Printing.*

40. The actuals are constant and the small figure of 3 does not call for comments. It may be accepted as standard.

46—*Stationery and Printing.*

41. The Treasury actuals of 21 for 1924-25 was found to be incorrect and it should be 2 only. The average thus comes to 3. There is

a small hand-press attached to the Collectorate, mainly for Oriya printing. It may not be required in the future as the Secretariat Press at Patna could perhaps take up the work done at Ganjam. For present purposes we may let it stand.

(2) For Stationery stores and also perhaps for form printing some allowance should be made in the standard. It has not been possible to get any figures from the Press at Madras to make an accurate idea of what stationery and printing of forms for Ganjam cost. As regards forms printing the Gaya Jail Press would do the work with Jail labour and the addition of a district may not make an appreciable difference in the staff employed. At any rate, it cannot be accurately estimated. The "stationery stores" which seem to include cost of paper in Madras comes to 8,87 according to the budget of 1927-28. This is for 24 districts in the presidency and for present purposes we may take 1|24th of 8,87, *viz.*, 37.

For the standard figure we then get 3 *plus* 37 = 40.

XXXV—*Miscellaneous.*

42. The average of 10 may be accepted as standard.

47—*Miscellaneous.*

43. The average of 3 may be taken for standard.

51A. *Miscellaneous Adjustment between Central and Provincial.*

1. This head is for expenditure on the training of probationers of the Indian Civil Service and other services in the United Kingdom. Nothing need be provided for this.

52.—*Extraordinary charges.*

45. The Accountant-General's actuals are *nil.* Nothing need therefore be provided.

Conclusion.

46. According to the suggestions made in the above notes Revenue and Expenditure for the whole of Ganjam will be—

Revenue Provincial	38,63
Expenditure Provincial	45,14
Deficit	6,51

(2) But it is at present proposed to exclude the revenues and expenditure of Chicacole, Tekkali, Sompeta and Parlakimedi taluks. The Treasury figures of revenue as given by the Madras Government in the statement enclosed with their letter no. 2589-A-2, dated the 18th October 1926, for these excluded areas, excluding cash remittances (248 + 227) is—

Chicacole	7,17
Other areas (Tekkali, etc.)	6,00
	13,17

Forest and Public Works receipts included in the Treasury accounts under "Cash Re-

mittances" for the four excluded areas as supplied by the Collectorate were—

1	2	3
——	Forest.	Public Works Department.
1923-24	39	Negligible.
1924-25	37	2
1925-26	37	2
	Say 38 a year	Say 2 a year.
		40 a year.

Receipts for the excluded areas thus amount to 13,17 + 40 = 13,57.

(3) According to the figures supplied by the Collectorate, expenditure in the excluded areas was as follows in 1925-26 :—

1	2	3	4
——	Chicacole.	Tekkali, etc.	Total.
For all heads other than Forest and Public Works Department.	4,12	3,86	7,98
Forest Expenditure ..	..	..	26
Public Works Expenditure	..	..	48
Total ..	..	..	8,72

(4) It is not safe to take the figures for the excluded areas as anything better than very approximate. For the Accountant-General's office have not sub-treasury figures with which they could verify them and the Collectorate could give me only actuals for one year only (1925-26) for expenditure in these areas. The district as a whole appears to be a deficit district, the annual deficit as worked out being 6½ lakhs. With the four taluks separated from Ganjam the deficit will increase further—

(*a*) Revenue of Ganjam as a whole ..	38,63
Deduct for excluded areas	13,57
	25,06
(*b*) Expenditure of Ganjam as a whole ..	45,14
Deduct for excluded areas	8,72
	36,42
Net deficit, difference of (*a*) and (*b*) ..	11,36
i.e., over 11¼ lakhs.	

(5) Separate notes relating to "Loans", Salt and Buildings and Equipment will be found in Appendices III to VI.

(6) I am grateful to all the officers and their staff who have helped me with advice, facts and figures, and particularly to the Accountant-General, Madras, and his office and the Treasury Department of the Ganjam Collectorate without whose ungrudging help it would not have been possible for me to finish this enquiry in three weeks.

U. M. SEN.

APPENDIX I TO MR. U. M. SEN'S NOTE.

RECEIPTS OF THE GANJAM DISTRICT.

[In thousands of rupees.]

1	2	3	4	5	6	7
Heads.	1923-24.	1924-25.	1925-26.	Total.	Average.	Suggested standard.
II.—Taxes on income	..	...	..	..	..	9
V.—Land Revenue	..	..	..	71,15	23,72	18,32
VI.—Excise	12,25	11,52	11,01	34,78	11,59	11,25
VII.—Stamps	..	4,86*	..	..	..	..
	5,18	5,86	5,64	16,68	5,56	5,85
VIII.—Forests	..	..	..	..	..	1,78
IX.—Registration	86	80	94	2,60	87	87
XIII.—Irrigation	..	..	..	..	..	—90
XIV.—Irrigation	3	2	..	..	2	2
XVI.—Interest	..	..	..	..	26	26
XVII.—Administration of Justice	34	30	36	1,00	33	33
XVIII.—Jails and convict settlements	7	4	6	17	6	6
XIX.—Police	11	13	13	37	12	14
XXI.—Education	7	1	1	9	3	1
XXII.—Medical	*2	*2	..	..	..	..
	10	4	2	16	5	2
XXIII.—Public Health	*1	..	..	..	..	..
	7	..	2	9	3	1
XXIV.—Agriculture	*1	..	..	..	..	...
	6	1	2	9	3	1
XXV.—Industries	8	6	7	21	7	7
XXVI.—Miscellaneous Departments	8	8	9	25	8	8
XXX.—Civil Works	13	12	12	37	13	15
XXXIII.—Superannuation ..	*7	*8	*9	*24	*8	8
	3	5	7	15	5	
XXXIV.—Stationery and Printing	2	3	3	8	†3	3
XXXV.—Miscellaneous	7	12	11	30	10	10
XXXIX.—Miscellaneous adjustments between Central and Provincial.	..	..	..	...	...	...
Cash Remittances	71,91	1,17,49	1,15,16	3,04,56	1,01,52	..
Total for whole of Ganjam ..	..	..	..	..	(a) 1,44,65	38,63
Deduct for excluded areas	..	..	..	..	17,91	—13,57
					1,26,74	25,06

*Accountant-General's figures.
†Figure originally reported was 6.
(a) Excluding Accountant General's figure marked with asterisk.

APPENDIX II TO MR. U. M. SEN'S NOTE.

EXPENDITURE OF THE GANJAM DISTRICT.

[In thousands of rupees.]

1 Head of Account.	2 1923-24.	3 1924-25.	4 1925-26.	5 Total.	6 Average.	7 Suggested standard.
5.—Land Revenue	3,80	33	41	3,72	1,24	54
6.—Excise	*Nil*	73	77	1,50	50	82
7.—Stamps	12	11	14	37	12	15
8 & 8A.—Forests	..	..	..	..	..	2,30
9.—Registration	56	58	61	1,75	58	58
14.—Interest on Irrigation	..	..	..	..	..	1,61
15.—Minor Irrigation Expenditure	69	75	72	2,16	72	1,18
21.—Reduction or avoidance of debt	..	..	..	..	..	..
22.—General Administration	6,00	9,82	9,39	25,21	8,40	9,81
24.—Administration of Justice	2,12	1,94	1,93	5,99	2,00	2,00
25.—Jails and Convict Settlements	49	52	49	1,50	50	50
26.—Police	5,79	6,89	6,76	19,44	6,48 *6,45	6,95
31.—Education	6,67	7,07	7,87	21,61	7,20 *7,23	8,66
32.—Medical	98	1,01	1,04	3,03	1,01	1,34
33.—Public Health	30	34	42	1,06	36	42
34.—Agriculture	36	39	37	1,12	37	37
35.—Industries	1	6	10	17	6	10
37.—Miscellaneous Departments	7	5	4	16	5	5
41.—Civil Works	2,79	2,74	2,72	8,25	2,75	6,00
43.—Famine Relief	1	23	..	24	8	..
45.—Superannuation	98 *1,11	1,18 *1,19	†1,59 *1,69	3,75 *3,99	1,25 *1,33	1,33
46.—Stationery and Printing	5	21	3	29	9	40
47.—Miscellaneous	4	3	2	9	3	3
51.—Contribution to the Central Government by Provincial Government and 51A. Miscellaneous adjustment.	..	..	..	...	..	..
52.—Extraordinary charges	..	..	18	18	6	..
Cash Remittances	29,37	34,27	35,69	99,33	33,11	..
Total for whole of Ganjam	..	..	..	...	(a) 66,96	45,14
Deduct for excluded areas	..	..	..	..	..	—8,72
Total	..	..	..	..	..	36,42

* Accountant-General's figures.
† Includes 20 in March 1926 for commutation.
(a) Excluding Accountant-General's figures marked with asterisk.

APPENDIX III TO MR. U. M. SEN'S NOTE.

LOANS.

The following are the various classes of loans outstanding in Ganjam which the Government of Bihar and Orissa may be expected to take over.

(1) Class I, Loans.

(a) Land Improvement Act Loans —

at 6¼ per cent	37	balance on 1st April 1926.
at 7½ ,, ...	1,28	Ditto.
Total	1,65	Ditto.

(b) Agriculturists' Act Loans—

at 6¼ per cent	19	
at 7½ ,, ...	1,16	
Total	1,35	
Total	3,00	Ditto.

CLASS IV LOANS.

Berhampore Municipal Council loans sanctioned before 1st October 1916—

of 1,50	92	balance on 1st April 1926.
of 26	12	Ditto.
of 10	5	Ditto.
	1,09	Ditto.
Ganjam District Board Loan	90	Granted in 1926-27.
Total ..	1,99	

(Parlakimedi municipal loan, of which outstanding balance on 1st April 1926 was 21 may be ignored as this relates to an excluded area).

Total outstanding loans Classes I & IV is thus—

	4,99
Say ..	5,00

(2) Capital expenditure on Russellkonda Saw Mill met from loans funds up to 30th June 1926 amounts to 4,39, interest at 5.20 per cent.

(3) Communications of pensions financed from loans in 1926-27 10

(4) Irrigation Loans.

Rushikulya system Capital outlay met from loans funds—outstanding balance on 31st March 1926 47,73

(Ganjam minor river system falls in Chicacole, an excluded area. The outstanding loan for this project was 12 on 31st March 1926 and interest was 1 for a year. But this may be ignored).

(5) The question may also arise whether Bihar should not take over part of the unproductive debt representing revenue deficits of the Presidency.

Bihar's liability for loans will thus amount to—

Classes I and IV	5,00
Commutation of pensions from Loans funds	10
Russellkonda Saw Mill loans	4,39
Irrigation loans	47,73
Total	57,22

i.e., over half a crore apart from share of revenue deficits debt.

(6) There is no sinking fund.

APPENDIX IV TO MR. U. M. SEN'S NOTE.

SALT.

There was a combined salt and excise establishment in Madras before 1st April 1924. The cost of the combined establishment was distributed between Central and Provincial in the ratio of 1 (for central) to 2 (Provincial). The adjustment was made in the Accountant-General's office and therefore there were no actuals for 1923-24 in the Treasury accounts under Excise. The receipts of the Salt Department were treated as "Cash Remittances, Salt remittances." It appears from the Administration Report for 1924-25 that the Salt Department was placed in charge of an Indian Civil Service Collector of Salt Revenue, subordinate to the Local Government, but independent of the Board of Revenue from 1st April 1924. There are three Assistant Commissioners' circles in the Presidency ; one of the Assistant Commissioners is also the Secretary to the Collector of Salt. The strength of the staff including Inspectors, Assistant Inspectors, Sub-Inspectors, clerks and menials was 3,890 in the beginning—3,874 at the end of the year 1924-25.

2. The Salt Secretary was consulted. He said no profit accrues to the local Government from salt, and both revenue and expenditure are central. Preventive establishment is also a central charge.

3. No rents are realized to cover the cost of supervision. Government bear as supervision charges a sum equal to 5 per cent. of the duty realised. Excess over 5 per cent of the duty is realised from the manufacturers. *Vide* Section 43 of Madras Salt Act no. IV of 1889.

4. There are monopoly factories side by side with excise factories. The object of the monopoly factories run by Government is to ensure that salt reaches the consumer at a reasonably low and steady figure. Accordingly Government have undertaken the responsibility not only of manufacture and wholesale disposal of salt but also for retail sales. Government salt is put on the market if the prices of excise salt show a tendency to rise. To avoid unnecessary accumulation of stock which may have to be sold at a loss or destroyed, another system was introduced in 1924-25 and is being gradually extended in the case of new assignments. Under this third system, Government hold a lien on a fixed percentage of a licensee's salt for one year instead of buying it outright.

The total salt revenue in the Presidency was 1,94,97 lakhs in 1924-25, of which Rs. 17.05 lakhs was duty and cost price realised in cash and Rs. 175.05 lakhs the duty on salt sold on credit and the balance Rs. 2.62 lakhs customs duty, cess and fines.

The total charges in the Presidency amounted to Rs. 17.39 lakhs of which Rs. 10.54 lakhs were the recurring charges for establishment, supplies and services and contingencies of the department and Rs. 6.85 lakhs charges for the purchase, transport and storage of salt and the recoverable charges on account of Excise licensees' works.

Closure of factories for the manufacture of crude saltpetre and also of refineries was ordered from the 1st October 1925.

APPENDIX V TO MR. U. M. SEN'S NOTE.

BUILDINGS, EQUIPMENT, ETC.

Berhampore.

I visited Berhampore on my way back from Madras and spent a day there (Monday, the 4th April 1927).

2. Berhampore town is about 3 miles long and a mile wide. It runs from east to west In the morning I visited the more crowded part of the town in the west. The main post office is there. Within a furlong are most of the offices, *viz.*, those of the Sub-Collector—the head executive officer of the town, the Tahsildar, the Sub-Treasury the Sub-Magistrate, the Taluk Board and the Subdivisional Officer of the Public Works Department of the Taluk Board. All these are *pucca* buildings but with tiled roofs. Very close to these offices there is the Government dispensary and hospital, a fairly big institution. There are two churches, one for the Protestants, and another for the Catholics besides the Government church. In this part of the town there are also located the Kalicota Intermediate College, and a private institution and also school teaching up to the School Leaving Certificate Examination. There is also a Government Middle School for girls which will probably go over to the taluk board soon.

3. The District Judge, the Sub-Collector (an I. C. S. Officer), the District Medical Officer and the Executive Engineer have all their residences in the eastern part of the town—a less crowded part. There is also the District jail nearby, and also a European club house. The offices of the District Judge, Sub-Judge and Munsiff are also there located in Government buildings. The residential buildings seemed quite decent from outside. The Judge's office has a big compound or rather a big field on one side. The office buildings are *pucca* but with tiled roofs. As the offices were closed for a Muhammadan holiday, it was not possible to see the inside of any of the buildings.

4. Midway between the Sub-Collector's Court and the District Judge's Court there is a Zanana Hospital run by some Christian Mission. There is a bazar within a furlong of this hospital, but I was told the big shops are at some distance from it. I could not visit the part of the town where the big shops are located.

5. The drains are *cutcha*. Water is supplied to the town through pipes and there are stand-posts here and there by the side of the roads. I understand drinking water is obtained for the town from some reservoir near Surada—connected with the irrigation system in the north (the Rushikulya system). The roads are metalled and good enough for wheeled traffic. There are hardly any carriages drawn by horses in the town. *Jhutkas* drawn by bullocks are the chief means of conveyance. There is a motor service running between Berhampore and Chatrapur, and the rich inhabitants have their motor cars and the lower middle class their bicycles.

CHATRAPUR.

6. **Chatrapur.**—The Collector's headquarters is 10 to 12 miles from Berhampore. Chatra-

pur is on the main Bengal Nagpur Railway and there is also the motor lorry service connecting it with Berhampore. Besides the Collector, the Superintendent of Police and the District forest officer are located at Chatrapur with their offices. The Tahsildars and the District Board offices and the District Registrar's office are nearby. The dispensary there is a local fund institution and is in charge of an Assistant Surgeon. The Sub-Jail is a small one and is under the Treasury Deputy Collector and located near the Treasury building. There is a post office and also a club with tennis and badminton courts mainly for the Indians —official and non-official—occasionally visited by the Collector and the European officers. The bazar is a poor one and is meant to meet the needs of the Indian population of limited means. The Europeans get their stores from Berhampore.

7. The roads in Chatrapur are good. As in Berhampore there is difficulty in moving about for want of carriages drawn by horses and the chief means of conveyance is the *jhutka* or bullock cart. The high officials of course have their cars and there is the motor lorry service. Drinking water is obtained from wells and tanks. There are big *tamparas* (depressions with shallow water) near about the town used perhaps for watering the fields nearby.

DISTRICT.

8. I secured a list of Government buildings in the district of Ganjam from the Executive Engineer's office and had a copy made at the Collector's office. This gives their size, condition, etc. In Appendix VI will be found in a convenient form the information collected from the Sub-Collector's office at Berhampore as to the officers who have got buildings for their offices and residences. The Executive Engineer reported in a note sent in this connection that the buildings are generally in good condition. So far as I could gather there are no proposals for extensive renewals or replacements, except in the case of the Collector's cutchery at Chatrapur, for which a new site was purchased some years ago and the Aska taluk office which is to be rebuilt at a cost of 67 of which 20 has been put in the budget of 1927-28. It is uncertain when the Collector's new cutchery will be taken up. The buildings seemed to be in a dilapidated condition and the Collector's office room was blown down by the last cyclone and he holds his office in his residence at some distance from the cutchery. As noted elsewhere the Collector's model village scheme for Ghumsur Udaigiri has been approved by Government. It is estimated to cost 64 and may require 1,00 ultimately. A heavy programme of bridging projects and metalling roads also exists, which may cost 16½ lakhs as stated already under "41.—Civil Works". The roads are mainly local fund affairs, but Government has to contribute heavily for bridges particularly. The maintenance of trunk and second class roads in the agency portion of the district has become a Public Works Department charge from 1st April 1927. Prior to that date they were maintained by agency local boards partly subsidized by Government.

APPENDIX VI TO MR. U. M. SEN'S NOTE.

Information collected from the Sub-Collector's office at Berhampore as to which of the officers have Government buildings for their offices and residences.

Officers.	Government building for office.	Government quarters.
1	2	3
REVENUE.	(I) *Berhampore division.*	
Sub-Collector	Yes	Yes.
1 Tahsildar	Yes	No.
1 Sub-Magistrate	Yes	No.
EXCISE.		
1 Inspector of Excise	Private building	No quarters.
1 Sub-Inspector of Excise	No.	No.
REGISTRATION.		
1 District Registrar	Yes, one for two	No quarters.
1 Joint Registrar		
CIVIL		
1 District Judge	Yes	Yes.
1 Sub-Judge	Office located in a *private* building ..	No.
1 District Munsif	Yes	No.
JAIL.		
Superintendent of Jail	Yes, in the jail buildings	Yes, in the jail buildings.
Jailor and Warders, Sub-Assistant Surgeon	Ditto	Ditto.
POLICE.		
1 Inspector	Yes, in the Thana buildings ..	No.
1 Sub-Inspector for town ..	Do. in the same buildings	Yes.
1 Sub-Inspector for taluk	Separate thana building	Yes.
Head constables and constables ..	....	Yes.
EDUCATION.		
1 District Education Officer	Office located in a *private* building ..	No quarters.
Government Girls' Middle School ..	Government buildings	....
Government Training School	Yes	No.
MEDICAL.		
1 District Medical Officer	Office is in Local Fund building ..	Yes.
1 Assistant Surgeon	Do.	No.
Hospital	Government buildings ..	There are Sub-Assistant Surgeon's quarters built by Government.
AGRICULTURE.		
Veterinary Hospital	Yes, Government building.	

Officers.	Government building for office.	Government quarters.
1	2	3
PUBLIC WORKS DEPARTMENT.		
1 Executive Engineer (in charge of Irrigation and Government buildings in the district).	Yes	Yes.
1 Sub-Divisional Officer (ditto for Behrampore Sub-division).	Yes	No.
Overseers	Yes, in the Sub-divisional Officer's office	No.
	(2) *Chatrapur division.*	
Collector	Yes	Yes.
Treasury Deputy Collector	Yes	Yes.
General Deputy Collector	Yes	No.
Tahsildar Magistrate	Yes, in the same building with General Deputy Collector.	No.
Assistant Collectors (on training) ..	No.	Yes.
EXCISE.		
Sub Inspector	No.	No.
FOREST.		
District Forest Officer	Yes	Yes.
REGISTRATION.		
Sub-Registrar	Yes.	No.
JAILS. ..		
Sub-Jail	Yes	.. ....
POLICE.		
Superintendent of Police	Yes.	Yes.
Sub-Inspector and Head Constables and constables.	Yes, in thana	Yes.
Reserve Inspector and Sergeants and constables.	Yes, in Superintendent's Office ..	Yes.
EDUCATION.		
Deputy Inspector of School	No.	No.
MEDICAL.		
Assistant Surgeon (with Hospital run by Local Board.)	....	Yes.
AGRICULTURE.		
Agriculture, Veterinary, Co-operative ..	No.	No.
PUBLIC WORKS DEPARTMENT.		
Overseers	No.	No.

Officer.	Government building for office.	Government quarters.
1	2	3
REVENUE.	(3) *Ghumsur division.*	
1 General Deputy Collector	Yes.	Yes.
1 Sub-Magistrate	Yes	No.
1 Special Assistant Agent of the Baliguda Agency division located at Russellkonda.	Yes	Yes.
EXCISE.		
1 Sub-Inspector	No.	No.
REGISTRATION.		
Sub-Registrar	Yes	No.
Jails	Yes, Sub-Jail	
POLICE.		
1 Assistant Superintendent of Police ..	In rented bungalow	Yes.
1 Reserve Inspector	Ditto	No.
1 Circle Inspector	Yes, in the thana	No.
1 Sub-Inspector	Yes, in the thana	Yes.
Police Hospital	Yes (Government buildings) ..	Yes, for the Sub Assistant Surgeon.
EDUCATION.		
1 Deputy Inspector of Schools	No	No.
MEDICAL.		
Assistant Surgeon	Local fund hospital	Local fund quarters.
AGRICULTURE.		
Veterinary Surgeon, Agricultural Demonstrator.	No	No.
PUBLIC WORKS DEPARTMENT.		
Subdivisional Officer	Yes.	Yes.
	(4) *Aska Taluk within Ghumsur division.*	
REVENUE.		
Tahsildar and Magistrate	Yes.	No.
EXCISE.		
Sub Inspector	No.	No.
Distillery Officer	Private buildings	Private quarters.
REGISTRATION.		
Sub-Registrar	Yes	No.
CIVIL.		
District Munsif	Yes.	No.
POLICE AND JAILS.		
Inspector of police	Yes, in the thana	No,
Sub-Inspector	Ditto	No.
Sub-jail	Yes, attached to the thana	No.

Officer.	Government building for office.	Government quarters.
1	2	3
EDUCATION.		
Deputy Inspector	No.	No.
Government Girls' School	Yes	No.
MEDICAL.		
	Local Fund Dispensary	Local fund quarters.
AGRICULTURAL.		
Co-operative Inspector	No	No.
PUBLIC WORKS DEPARTMENT.		
Overseer	No	No.

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